THE SURVEY

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SO THEY SAY

Learning does not advance itself.—*Frederick P. Keppel, president, Carnegie Corporation.*

You cannot cure labor unrest with doses of nauseating gas.—*Howard Brubaker in The New Yorker.*

Every prominent leader has a lot of followers who should be in a lunatic asylum or a penitentiary.—*Ed Howe, Atchison, Kan.*

Suppression of any voice is necessarily suppression of some part of the truth.—*Lyman Bryson, Teachers College, New York.*

The only place to inspire confidence in a capitalistic society is in the pay-envelop.—*Robert W. Horton in The Canadian Forum.*

The greatest aid that I know of that any man could give the world today would be the correct definition of liberty.—*Will Rogers.*

I want to find a university that trains its students to go out and give a licking instead of taking one.—*Heywood Broun, New York.*

In Europe we take social insurance as something we must have—like streets in cities.—*Dr. Réné Sand, League of Red Cross Societies.*

The truth about transients is that in the main they are just good citizens endlessly searching for work.—*Homer W. Borst, New York TERA.*

Our daily mail at the FERA proves that not all the crackpots in the country are working for the government.—*Harry L. Hopkins, FERA.*

We're very ingenious, we Americans. We admit it freely. We've made this country what, until recently, it was.—*George D. Vincent, Greenwich, Conn.*

The beneficiaries of the status quo always find the causes of social ills in nature rather than in the constitution of society.—*Bradford Young in The Christian Century.*

Popular interest in any subject has no relation whatever to an understanding of that subject.—*Austin H. Clark, American Association for the Advancement of Science.*

The efficacy of beating as a method of refuting adversaries ranks among the major political discoveries of our century.—*Henry N. Brailsford, British labor journalist.*

Italy is going to have compulsory military training for boys of eight years of age. Previous to that age they are just a lot of slackers.—*F.P.A. in New York Herald Tribune.*

I am not for a return to that definition of liberty under which for many years a free people were being gradually regimented into the service of the privileged few.—*President Roosevelt.*

Although there are arrangements for shooting them on a large as possible scale nobody has started any protection-for-humans sanctuary where they cannot be shot.—*George Bernard Shaw.*

Government no longer means merely to act as a policeman and to secure observance of elementary decencies. It has become one of the energies of civilization.—*Felix Frankfurter, Harvard University.*

I am interested in a social-insurance program only in so far as it tends to restore the equivalent of the wood-pile and the garden which our industrial readjustment has taken away.—*Owen D. Young, New York.*

Revolution is a form of magic upon which man has always depended whenever he engaged in the impossible task of trying to effect miraculous and sudden changes in human nature.—*Stewart Paton in The Forum.*

We do not want either a reactionary leadership that but postpones revolution or a radical leadership that precipitates revolution. We want a leadership of intelligent readjustment that provides a permanent alternative to revolution.—*Glenn Frank, president, University of Wisconsin.*

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Keystone

Smithers, Butte

PRODUCING FOR USE

The government experiments with setting the unemployed to producing for the unemployed. Women utilize government-owned cotton in one of the mattress factories recently established under relief authorities. Miners, forced on relief during a strike in Montana, were trained as butchers and packers to salvage meat from cattle slaughtered because of the drought

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THE SURVEY

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The B Line to Recovery

How to Break the Stalemate in Production for Use by the Unemployed

By FRANK D. GRAHAM

Professor of Economics, Princeton University

WE might as well face the fact that widespread unemployment of competent workers persists solely because we are too flabby to banish it. The task of organizing the unemployed to produce for their own requirements is by no means stupendous and might be accomplished in any one of a number of ways well within the bounds of democratic action and the capitalist system. The inhibiting factor is not inherent but derives from inertia, prejudice, and vested interest. Inertia and prejudice must be overcome but vested interest need not be disturbed. This is fortunate since the interest in question is not illegitimate and, for the ends in view, honey will be more effective than vinegar.

Nearly three years ago the present writer proposed the organization of a nationwide system of production by unemployed workers, in existing factories, to provide for their own consumption. He then stated his conviction that merely local organization of the unemployed for this purpose could never score anything more than a modest success. The reasons are obvious. Small units cannot secure sufficient diversification except at prohibitive cost; the difficulties of exchange are in inverse proportion to the number and variety of products involved; production by a small group will not correspond with the desires of the group as consumers.

Despite these hindrances the later spontaneous effort of certain isolated groups of workers to recast their lives on a self-sustaining cooperative basis is one of the bright spots in the almost immaculate gloom of five years of depression. The obstacles to be overcome were well-nigh insuperable. Few, if any, of the groups had any cash resources; none had access to efficient machinery; managerial talent had to be developed from among men who had no education or training in this field; there was no diversity of skills; private industry was, in most cases, hostile; and even benefaction was prejudicial to success since private or governmental relief-payments to the wholly indigent were often more than equivalent to the returns from self-reliant efforts of this sort.

About a year ago the FERA began to make cash grants to some of these local cooperatives for the purchase of capital goods essential to any but the most primitive production. The total of these grants now runs to about a million and a quarter dollars. Three hundred thousand of this amount went to the Tennessee Valley Authority, which is as yet far from having expended the full credit, and the remainder was distributed among more than 200 projects.

The greatest development had been in California, especially in the Los Angeles area, but there were important cooperative units in Colorado, Michigan, Ohio, Washington, Idaho, Virginia, Texas, Minnesota and other states. Little, however, had been done in the way of new production of tangible goods. Attention was centred on the exchange of services or of surpluses of goods already in being. The FERA grants were decisive in pro-

THE tentative proposal of the FERA to fabricate relief shoes from its great store of drought hides was buried under the protest of the shoe industry. Mattress-making by the unemployed from surplus cotton is due to end when a million mattresses, not the two million promised, have been completed. The canning operations of the FERA are drawing fire from the industry concerned. Professor Graham's book, The Abolition of Unemployment, published in 1932, put the case for production for use in an original and forceful way. Undismayed by the attacks upon experiments in this field, he goes forward into new ground and in this article offers an arresting alternative to the glacier-like drift of relief which "persists because we are too flabby to banish it."

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moting new production and, despite numerous failures, the results have fully justified an expenditure which, in comparison with the stupendous sums laid out in direct and demoralizing relief, or the various forms of pseudo-work, has been of negligible proportions. The best of the units have shown what can be done and have pointed the way to the larger effort which has long been urgent and, to all but the wilfully blind, is now obvious.

Federation of formerly isolated cooperatives, with interchange of goods between them, is well advanced in California and has demonstrated its effectiveness. The most interesting development at the moment, however, is in Ohio where the Ohio Relief Production Units Inc. is producing a considerable range of high-grade commodities, issues an attractive catalog, and enables each of the member workers to exchange his share in the output of his own factory for a variety of goods produced within the cooperating circle.

The Ohio project seeks to raise the standard of living of those already on relief rather than to make them wholly independent. The sole reason for this, however, is the opposition of existing private producers and distributors to the possible loss of the business arising out of relief expenditures. It is therefore felt to be desirable that relief payments should be continued.

The great bar to any extension of cooperative production is this antagonism of producers and middlemen to any output except through existing channels. This fear that extra-ordinary production will be at the expense of the restricted markets now open to private business is not justified but it is of paralyzing power. It is futile to point out the obvious facts that new demand can come only through new production; that without the purchasing-power that issues from production the desire for goods cannot be transmitted to the market; that recovery cannot possibly be brought about except by increasing output; and that, so long as entrepreneurs will not produce in advance of orders, the increased orders that they wistfully wait will be stillborn for lack of the wherewithal to buy. All these things are true but, on the other hand, it cannot be denied that new production may shift demand and thus injure some of the former suppliers.

It is equally futile, therefore, to attempt to assess responsibility for the present stalemate. Regardless of the merits of the case, little progress can be made toward recovery in face of the organized opposition of the producing and distributing class which is apprehensive for its livelihood. The greatest need at present is a program which will disarm this opposition and enlist support. The following proposals are made to that end.

IT is well known that many manufacturers now turn out substantially identical goods, under different labels, for different strata of demand. This practice should be extended until some or all of the producers of every type of consumers' commodities are manufacturing, in addition to their regular output, a B line of goods. To keep these goods from interfering with ordinary markets they should be produced and sold in exchange for special bank deposits freely transferable but not redeemable in cash. The process would be initiated through a central organization, governmental or private, which would place orders with all factories willing to undertake production under the prescribed conditions. Arrangements having been made with the banks to put the special deposit credits at the disposal of the central organization, payment in advance would be made to producers by check against these credits and all of the producers' expenses for labor and materials would in turn be covered in the same manner. The central organization would be repaid as the special deposits returned to producers on orders for goods from retailers. It would be open to any retailer to stock the B line of goods along with his regular line. These goods, and these goods alone, would be available to the recipients of the special deposit credits and they could not be sold for cash. In effect the special deposits would be redeemable only in the goods which issued from their creation and they would be extinguished when the circuit was completed. This would both procure the production and provide the means of sale of the commodities involved.

It would cost the banks nothing to put these credits on their books and they could not suffer any drain of cash. The banks, of course, would have to be reimbursed for their bookkeeping costs in connection with the new checking accounts. This could be done either through an interest charge on the original loan or by service charges on the individual accounts. All such charges would themselves be payable in the special deposit credits. It would of course be inconvenient, and expensive to the bank, to make many small payments by check but this could be avoided through the sale of cards by retailers with printed amounts to be punched out, as goods are delivered to the holder of the card, in the same manner as restaurants now sell and punch out meal tickets. Payment for these cards would be in checks on the special deposits.

THE method here suggested is merely an extension of the existing development of means of payment. The writer, for instance, receives his salary in the form of a bank deposit. He pays for almost all of his expenditure by check and has but little need for cash. So far as the bulk of his expenditures are concerned existing deposit credits are exactly like those here proposed.

The general acceptability of the special deposit credits would be a prerequisite to success. They would be used by all elements of the population including corporation stockholders who would take part of the profits of the corporation in this form. All elements of the population would thus be buying B line as well as ordinary goods and there would be no stigma on the use of this form of medium of exchange. It would be well that B line goods should not sell at lower prices than their counterparts in regular trade. Such a result could be assured by the taking of any requisite profits by the central organization.

The acceptability of the deposit credits depends on the attitude of a comparatively few big business men. Since they can make or break the project they must be convinced beforehand. Given their acquiescence it could be started on a modest scale and expanded or dropped as it proved successful or the reverse. Orders might be given, at the start, for such a volume of every variety of consumers' goods as would lead to the employment of, let us say, 200,000 to 300,000 new workers. Retail stores need at first stock B goods in the immediate area only of production of the B commodities and the raw materials thereof but, as profits were earned and special deposits distributed as dividends by the producing corporations, there would be a need for an expansion of outlets and it would be to the advantage of all retailers to supply it.

It would be advisable that all checks deposited by retailers be credited to their account with the central organization. Orders for B goods would go through the same wholesale or other channels as at present but the retailers' checks for these would give the central organization a clue to the direction of demand and thus to the placing of new and enlarged orders on the basis of competitive bidding. Retailers would of course pay, in checks

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The Outcome of the B Line

THE promise of an early reduction, and later well-nigh complete elimination, of unemployment among competent workers.

The lifting of the burden of relief costs which now threatens either, an all but intolerable burden of direct taxation, or a devastating depreciation of the currency.

The employment of workers by ordinary process on useful work. Employers will, as usual, hire those they want and will discharge the incompetent. There will be none of the personnel difficulties associated with made-work and the output will be infinitely more useful.

The use of the ordinary machinery of competition as a determinant of prices and volume of the individual business. It will be almost as much a matter of indifference to producers and distributors whether they deal in larger measure in ordinary or in B goods as it is now whether they produce and sell one brand rather than another. All existing producers and distributors can share in the benefits of the new business if they so desire.

The fact that the purchasing power of the special deposits, however transferred or by whom eventually exercised, could not come into existence without the production which they will initiate and which they will clear from the markets. This production will be kept entirely distinct from existing cash output and sale.

The easy and immediate reversion to traditional methods as soon as production and employment is at normal levels. All that will be necessary is to remove the restriction on convertibility of the deposits into cash. Practically all economists are agreed that it is desirable to restore the volume and activity of private bank deposits and the excess cash reserves of the banks will easily support any increase which would be involved in the present project. No lending of the special deposits by the commercial banks should be permitted though this might be done by building and loan companies or any financial institutions which do not pyramid credit.

The impossibility of any loss of cash to any producer or participant. No cash is involved.

The payment of the wages and maintenance of the labor conditions prevalent in ordinary industry with the premium on efficiency established in the ordinary course of competition and the use of superior facilities of production.

The voluntary character of the whole process with potential benefit to each and every manufacturer, merchant or worker.

The furnishing of the best type of relief without any cost.

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on their special deposits, for any extra help involved in the distribution of B goods and would receive their profits on this part of their business in the same medium.

The reemployment of workers could be stepped up at will by the central organization. A comparatively small start would leave large sections of our population still on relief. For these the government must, for the time being, provide. The tendency toward general acceptability of the special deposits could therefore well be enhanced by their receipt from producers in part payment of taxes or in exchange for FERA cash. Private business would then secure this cash directly. The government could turn the deposits over to relief agencies for distribution to the indigent or they could use them to supplement the cash income of government workers and thus restore some of the cuts in wages which have been imposed. The more workers employed the more generally acceptable would the special deposits become.

Space will not permit a fuller development of the ideas here broached. There would be some administrative difficulties but they would be small in comparison with those of certain administrative agencies now in being.

The writer is not unaware of objections that might be raised to his proposals. There will be some difficulties in connection with the allocation of overhead costs, with imported, and perhaps with agricultural, raw materials, and with transport. He believes that all these difficulties can be fairly readily met and could offer possible solutions here. This, however, would transgress the limits of this brief article.

On one point only does further comment seem necessary. It is often pointed out that the bulk of unemployment is in the capital-goods industries and that these must be stimulated if our problem is to be solved. Capital goods, however, have no raison d'être except as means to the acquisition of consumers' goods. If we expand the output and consumption of consumers goods we shall, as the existing capital goods wear out, need replacements of the latter and the demand for them will thus spontaneously develop. But to urge that we should now produce capital goods because we have the equipment is to insist that we should consume what somebody wants to produce rather than that we should produce what somebody wants to consume. There are, it is true, workers specialized in the capital-goods industries who cannot be reemployed until the latter industries pick up or these workers are re-trained. We should not forget, however, that in five years of depression a great number of former workers in the capital-goods industries have died or reached the age of permanent retirement and that a still larger number of adolescents have reached the age when they should be producing but, instead, are merely twiddling their thumbs. Both of these facts make any problem of adjustment, as between capital and consumers-goods industries, progressively easier of accomplishment. Our chief task, therefore, is to get production going along the lines of present demand rather than of past equipment. Every worker of every type tends either to consume the equivalent of what he produces, or to lend or give it to those who consume more than their own output. This is why we should never be afraid of production nor seek the absurdity of having more by producing less. The bee-line to prosperity is production of consumers' goods. The fewer the capital goods we need the better. We shall, however, need plenty.

TO "put across" the project here outlined will require publicity and propaganda. It is "strange." The same result could, however, be achieved, at some risk and with large initial —though not ultimate—outlay, on a cash basis and without any differentiation of ordinary and B line goods. Instead of seeking, through manipulation of money and other forms of pump-priming, indirectly to stimulate the employment and output which must come some way if recovery is to be achieved, is it not better to make a forthright attack upon the problem? We could thus assure immediately the end which we can otherwise regard only as a distant prospect fading, perhaps, forever as we move.

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Men Must Work

By GERTRUDE SPRINGER

"RELIEF is simply ruining our nice little Middleville. Why, you can't get a man to do a day's work to save your life. They're all on relief if you please."

Miss Bailey had welcomed this caller with her reminiscences of happy, dead-and-gone vacations. But here was one of those sweeping generalizations that always got under her skin.

"Surely not quite all the Middleville people are on relief," she protested.

"Oh not all. In fact I don't know of any right in the village unless it's that one-legged man and goodness knows how he lives anyway. It's more over at the quarry. You know they've always been the odd-jobbers for the summer people and the year after the quarry shut down you could get all you wanted for anything you were amind to pay. But not this last summer. They all got on relief last winter and they were afraid of being put off if they did an honest day's work."

Miss Bailey remembered the great gaping quarry and the bleak little houses set back from its rim. Life was grim there at any time, and with work gone . . . "What makes you think they were afraid?"

"John Barton told me so. You remember him, five children and his wife looked like destruction. Not a tooth in her head. He said they couldn't get any relief until their last cent was gone, even the eight dollars and something saved up for a set of teeth for his wife. Pathetic, wasn't it? They must have been badly off for he said that on relief they at least got something to eat. Of course I thought he'd be tickled pink to earn two dollars extra, but he said it didn't work that way. That if 'they' —I suppose he meant the relief people—found out about any money earned they held that much out of the relief order and that if they 'got it on you' very often they put you off relief entirely. He'd decided that with winter coming on he'd better not take a chance. And would he clean up my woodshed for $2? He would not! Don't you think it's terrible?"

"Certainly something is terrible," replied Miss Bailey, beginning to figure on the back of an envelop. "Now let's see just exactly what his situation was. You paid him $2 a day and had him how many days during the summer? Four? Let's say five for good measure. So that's $10 from you. And the Dixons? Say $10 more. Anybody else? Well, say another $10 from all sources. So that's $30 for all his earnings during the summer, and that's really his year, isn't it?

"Now what does he get on relief? With five children he'd probably get better than average, but let's take that anyway —here it is in the last FERA figures from that state, $21.23 a month. So for the three summer months he'd get $61.69 against the $30 he would earn at odd jobs. And there's still the winter to think about. We-ell, just as plain dollars and cents I don't see how he could afford to take any chances, do you? It seems to me that relief is the only thread of security that he has."

"But Miss Bailey, that's awful. Why can't he have that extra money he earns? Goodness knows they must need it. Surely that sort of thing takes away all incentive to get out and hustle. Is it like that everywhere?"

"Worse probably," replied Miss Bailey grimly. "And it's going to be like that as long as we budget earnings as relief. It makes liars out of decent people and snoopers out of the relief workers—snoopers, yes, and liars, for we'd be less than human if we did not shut our eyes to some of the pitiful little subterfuges by which people conceal a few honestly earned dollars. We have a case right now that shows up the system to the queen's taste.

"HERE'S the card. Andrew Wilson, clerk, three children, unemployed two years, on relief a year, $10 a week. A month ago he got a swell job, $25 a week, and supposedly permanent. He paid a few dollars on his debts, bought shoes for the children and made the first payment on a decent suit and overcoat to wear to work—all perfectly reasonable expenditures. But at the end of two weeks, with his pay legitimately spent, he was let out and had to come back to us for relief.

"And now listen to this," Miss Bailey leaned across to her visitor, "We couldn't put that family back on relief for three weeks. His $50 earnings figured out to five weeks' relief at $10 a week, and under the rules there wasn't a thing we could do for him though we knew he hadn't a cent. God knows how they're living—the wife was in the other day to ask if there wasn't some way to shorten the time. They've pawned the new shoes and sent the suit and overcoat back to the store. She says her husband raves against the government and that if this is the way it treats him it can just go on supporting them until they rot."

"I guess relief is terrible any way you look at it," said the visitor as though it were her own idea.

"You don't have to guess about that. That's one thing you can positively know. And there's a generalization that even I won't quarrel about."

In the whole gamut of relationships between relief worker and client there is probably none more delicate or more pregnant with conflict than that which touches on attitudes toward work and earnings. Pride, fear, hope, self-respect are all part

Miss Bailey Says . . .

It's funny, but men still think that work and wages are their own business. What can a relief worker do for instance when—

A man refuses odd jobs for fear he'll be "put off the relief"?

A skilled workman, his family a year on relief, refuses a pick-and-shovel job because he has heard that his old plant is starting up—and there isn't a chance of it?

The father of five quits his third job in three months because "The boss picks on me"?

An old bookkeeper haunts the office begging for "just any work" instead of a grocery order, and hard manual labor is all there is?

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of the human equation with which the relief worker must deal when a food order comes in at one door and a wage at another.

"One of the troubles with this relief business is too much shepherding," said a supervisor in an industrial city where a good third of the population is on relief. "Our methods are too often like herding sheep, with us as the dog. It's bad enough in relief but if carried over in relation to earnings it's demoralizing and dangerous. People have stood for an incredible amount of bossing from relief workers, but they won't and they shouldn't stand for it in regard to work and wages, however small. Take for instance the kind of work a man gets a chance to do. Most people think that a man on relief should jump at any kind of a casual job that comes along. Most men do, though the job may represent the loss of every standard they have ever had. But occasionally one of them stands his ground and then we have a situation that only common sense can meet.

"We have such a case now and I don't know yet how it is going to turn out. This Fred Farrell was a skilled machinist making his $60 a week and never out of work until the plant shut-down in '31. About a year ago the family had to go on relief. We count them one of our 'good' families, though heaven only knows what we mean by it. The man has never lost hope that the plant would reopen though he has steadily hunted work elsewhere at his trade. About a week ago we had a chance to place him in a pick-and-shovel job, $2 a day, that would probably last all winter. And he wouldn't take it because he had 'inside information' that the plant was to reopen almost any day and he'd have his old job back. Unfortunately it just wasn't so—that plant is closed for good. We gave it to him straight and told him that he could always quit the $2 job if a better chance came along. But he said, 'No, I'm forty-five years old. If I go to the pick-and-shovel now I'll never get back to the machine. We'll starve if we have to, but lady, please don't ask me to give up. That I can't do.'

"Of course we could have cut off relief and let him try starving for awhile. But what good would it have done to break his spirit and destroy the thing he lived by? For this particular man relief is less demoralizing, it seems to me, than a break-down of his standards. So for the present we're just going along with him. Of course another man snapped up the pick-and-shovel job and went off relief, so as far as money is concerned we come out at the same place. But I wish industrial recovery would hurry up. There are so many Fred Farrells."

Workers whose experience is wholly with unemployment relief often find themselves baffled and irritated by clients who do not fit the general idea that any man on relief should fit any humble job he can get. But the old timers know better.

"Just because a man needs a job terribly is no reason he can do it," said the head of a county department out of whose long experience has come a keen sense of the individual no matter how great the mass in which she finds him. "We know that there are many men so unstable in their work habits, so handicapped by personality kinks, that depression or no depression, unemployability and dependence is almost inevitable. For thousands of men the depression has merely hastened the process. But because we are all so temporary-minded about unemployment relief we continue to treat them as though they were emotionally stable. One of our staff came in the other day all burned up over Bill somebody-or-other with a wife and five kids who had quit his third job in three months and was in line for relief again. The boss picked on him, he said, and there were some things he didn't have to stand.

"How well I knew Bill! I had known him and his likes from my first job in social work, and so has every other social worker of my age and weight. Whatever he may have been at the beginning of the depression he is not now, in all human probability, an unemployment case, but a fairly advanced case of unemployability. Just digging up another job won't help him—each new job is only a fresh irritant to his incapacity. Much better use those precious jobs for men with an even chance to make good, which poor Bill doesn't seem to have. Meantime it's up to us to get along with him, and not expect more from him than he has to give. To scold or belittle him will only break him down still further."

THAT hybrid mixture, work relief, where pay is neither straight wages nor straight relief, raises many issues which are really of points of view but which can easily become conflicts unless the relief worker has common sense enough to keep hands off.

"There are so many things that we fight about just to prove someone wrong or ourselves right," said the supervisor of a small-city district. "One of our staff is hardly speaking to me these days because I refused to OK her recommendation that a certain family be cut off relief because the mister refused to take a work-relief job offered him, and stood on his 'right' to relief with no strings on it. Now, I ask you, why, with a hundred men in this district clamoring for work relief, we should quarrel with this man? We're none too clear ourselves on the 'right to relief,' and since there isn't enough work anyway why not let him stand on his right if he wants to. Maybe it is his right. I don't know. Do you? Anyway I can't see that it is our right to use relief to convert him by force to this or that social philosophy. And a fine conversion that would be!

"A much greater grief to us is the man who claims the right to work and we must hand him a grocery order. I suppose I am one of those hard-boiled social workers you read about, but I tell you I'm going to pop pretty soon if we can't find a job for a frail, white-headed bookkeeper who's been on home relief for two bitter, humiliating years. He simply haunts us, begging for 'just any work' and all we have is the hardest kind of manual labor where he wouldn't last an hour. I've told him plainly just how it is, but he says, 'You ladies don't realize that we old fellows are tough—just like steel springs.' My reason tells me that he is all through, that he and his wife are doomed to relief as long as they live. But I can't accept that for him, not while his courage and spirit remain unbroken. Some day we'll have old-age pensions. I hope they don't come too late for such as he.

"What can we do about him? Practically nothing. We can keep on beating the bushes for some kind of a job within his

THIS series of intimate discussions drawn from the day-to-day contacts of workers and their supervisors with the predicaments of families on relief, has been reprinted from the beginning, March 1933 through June 1934, in two pamphlets, Miss Bailey Says. . . . Thirty cents each, postpaid from The Survey.

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strength. But we haven't found it yet. Kind to him? Good heavens, what do you think we are around here? And who are we to make a virtue of 'kindness' to a man whose plight is a humiliation to every one of us, including you. This talk of 'kindness' to such people makes me a little sick."

There is something deeply personal in a man's attitude toward work and toward money earned by his own labor. He simply cannot think of that money as relief. Yet under the rigid rules prevailing in most places earnings in a home where relief is still a necessity are subjected to as much supervision and control as the grocery order. "The whole trouble," say supervisors generally, "is that rules are made for the occasional chiseler and not for the great decent majority who bitterly and properly resent being treated like chronic paupers. It's bad enough when only relief is involved, but disciplinarian methods applied to a man's handling of his own earnings breaks down a quality of independence that Americans have always thought was pretty important."

A Step Left

By PAUL S. TAYLOR
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IN these stirring times there are many who inquire, with varied emotions, whether the American Federation of Labor is itself really astir. Most powerful of our national organizations of workers, bearing the brunt of attacks from employers who resist bargaining with trade unions and from those of the left who chafe at its traditional conservatism, its annual convention is inevitably a guidepost whose distance and directional significations are carefully scanned. From this point of view the San Francisco convention of the Federation held October 1–12 is notably more interesting and important than usual. With caution and conservatism still much in evidence, in sessions which were neither revolutionary nor charged with the fervor of crusade, its actions nevertheless exhibited more responsiveness to changing conditions than at any time since the War.

Of outstanding importance to organized labor is the outcome of its bid for leadership of workers in the mass-production industries, in which it has never been able successfully to establish itself. Its present organizing drive, heartened by Section 7-a of the National Recovery Act, has been conducted largely through local "federal" labor unions chartered directly by the Federation. But as dependencies of a larger body dominated by craft, rather than by industrial unions, their ultimate status has been uncertain. In the effort to draw workers into the Federation from such industries as automobile manufacturing this uncertainty is serious. As a delegate from the Typographical Union said:

> . . . the greatest obstacle to organization in the mass-production industries is, first, the fear that after these workers are organized from the outside they will be divided into various organizations and thereby their economic strength will be destroyed. They believe, rightly or wrongly, that for their protection it is necessary that they should be members of the same organization, so that an injustice to one becomes an injustice to all, that a matter which affects the interests of one is a matter which will affect the interests of all. I say . . . there is reason and logic to support that belief.
>
> The second obstacle is that some of these workers fear that in the drawing of strict jurisdictional lines, the opportunity for continuous employment will be affected. . . . One day they may be engaged upon work that would come rightfully under the jurisdiction of one organization, and, in order to be continuously employed, at other times they are engaged upon work that would rightfully be considered under the jurisdiction of another organization.

Recognizing, therefore, that "in many of the industries in which thousands of workers are employed a new condition exists requiring organization upon a different basis to be most effective," the convention ordered that charters be issued "in the automotive, cement, aluminum, and such other mass production and miscellaneous industries as in the judgment of the executive council may be necessary to meet the situation." Thus the tactic of industrial unionism, historically the focus of struggle between radical and progressive on one hand, and conservative on the other, won far clearer recognition than it has ever been accorded before.

The event is symptomatic of a fundamental trend in the composition of Federation membership. During the past year the entire gain in voting strength in the convention was 3879 (one vote equals 100 paid-up members), or 17 percent. But five industrial unions alone—the brewery, men's clothing, ladies' garment, oil field, and textile workers—representing only 563 votes in 1933, had increased to 3100 votes in 1934, or by 451 percent. Furthermore, the mine workers' (industrial) union, without changing its voting power of 3000, was actually in a greatly improved strategic position as compared with 1933. The strength of industrial unions within the Federation, then, is already on the increase both absolutely and relatively. With the impetus, direct and implied, given by the San Francisco convention to industrial unionism in automotive, cement, aluminum, rubber, iron and steel, and other mass-production industries, the balance of power may be expected to shift rapidly during the next year or two in favor of the industrial unions.

THE shift in that direction, as Andrew Furuseth stated, "will bring thousands and thousands of men into the labor movement." Furthermore, it will enable them to deal with employers in basic industries on more advantageous terms. But its significance lies perhaps even more in the fact that industrial unionism tends to nurture militancy and class solidarity, subordinating the closely knit interests of craft to the broader interests of class. Particularly in the mass-production industries where the machine has had full sweep and the vested interest of craft skill has little scope, such a result appears highly probable. So the Federation has taken a step left; though it has not gone far, the shift is basic, and its effects for some time to come are likely to gain momentum and to prove cumulative.

Two important groups of little-organized laborers—Negroes, and agricultural and cannery workers—presented significant appeals to the convention. A. Philip Randolph sought to improve the position of the sleeping-car porters' organizations by elevating them from "federal" locals to the full-

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fledged status of an autonomous international union. With his consent, the proposal was finally referred to the executive council for "earnest consideration," where the appeal for "the first international charter to an organization composed of Negro workers" will be weighed against the claim of the white conductors to jurisdiction over the porters. The request that the Federation provide a Negro general organizer, which in previous years has been recommended to the executive council with the proviso "if funds permit," was forwarded this year with "suggestion for favorable consideration."

Representatives of agricultural and cannery workers obtained endorsement of organization of these groups under the banner of the AFofL, an instruction to the executive council to "work out" a conference of delegates from interested federal labor unions in order "to devise better means of organizing these workers," and reference to the executive council of the request for a regional form of organization for migratory seasonal workers. They failed, however, to obtain reduction of Federation dues, initiation fees, and per capita tax for this class of worker. Clearly, while gains in status were made, the Federation has not yet seriously grappled with the problem of organizing rural laborers. As the convention was voting, a conservative California oil worker remarked, perhaps too cynically, that the convention was "tossing them to the Communists." Communists have been notably active in leading rural strikes.

Outlining a program of social legislation, the convention went on record in favor of the six-hour day and five-day week with "no reduction in weekly pay," reiterated the stand of the Federation in favor of unemployment and health insurance and old-age pensions, approved maternity benefits, and recommended ratification of the federal Child Labor Amendment.

THE National Recovery Act was hailed as a move "in the right direction" which, however, "falls far short of meeting the needs of the situation." Reduction under the Act of labor and home work by women was commended, but marked dissatisfaction with wages and hours under NRA was voiced. Particular complaint was made of lack of enforcement of codes, together with the manner in which they were framed:

> Nothing less than representation of labor on the code authorities and equal representation of labor on all governmental boards and commissions dealing with labor and industrial relations will overcome the present unsatisfactory state of affairs.

Citing "cynical defiance" by "anti-union concerns," the convention approved modification of the language of Section 7-a of the Act, which provides for collective bargaining, in order to "make official misinterpretation impossible" and to "definitely outlaw company unions."

The convention requested that the Federal Emergency Relief Administration raise the maximum amount of family relief to accord with increase in the cost of living, that the President revive CWA, and that greater representation of labor on citizens' emergency relief committees be accorded. One resolution introduced by the conservative United Garment Workers opposing "government invasion of business," particularly in manufacture of garments and shoes, and another protesting against any requirement that a "pauper's oath" be signed as a prerequisite to obtaining work relief and asking that trade unions be made judges of eligibility for such employment, were referred to the executive council.

Jurisdictional disputes as usual occupied some of the time and energies of the delegates. The Brewery Workers were unsuccessful in their efforts to retain jurisdiction over teamsters, engineers, and firemen employed in the brewing industry. And the recalcitrant Building Trades Department was finally forced to admit to membership building-trades unions which were in good standing with the Federation, even though political power within the department was shifted to the right by so doing.

Enlargement of the executive council from 11 to 18 members attracted much attention. But whether the increased representation will actually enhance the value of the council to the Federation, or whether Andrew Furuseth's recommendation was wiser may perhaps become clearer in the future. He urged that since the council is not intended as a policy-making body, it needs not greater representation, but more authority to employ experts to present "more complete and unprejudiced facts" to the convention.

AS usual, Communists received short shrift from the convention; their "rank-and-file" resolutions were voted down, and they were condemned for attempting to:

> bore within the trade-union movement . . . for the purpose of destroying the trade-union movement by making it a part of the Communist political party so that the . . . objectives of the Communist party could be put into operation in the industrial field.

Alteration of the traditional non-partisan political policy of "rewarding friends and defeating enemies" in favor of establishment of a labor party, was rejected. The convention affirmed its support of public education "from the kindergarten through the university" and condemned tax reductionists' efforts to curtail its complete functioning. Teachers were urged to organize for collective bargaining and to develop "such a loyalty that no teacher will accept the position of any teacher unjustly dismissed."

Addresses attacking European Fascism by President Citrine of the International Federation of Trade Unions and others made a strong impression upon the convention. The Federation boycott of German-made goods was continued "as a most effective weapon in weakening the Nazi regime." With an eye to American conditions the convention declared that since "anti-syndicalist and labor sedition law are frequently used for the purpose of preventing trade unionists from the full enjoyment of their rights as wage earners and free men," the Federation should support efforts of state federations to have these laws amended or repealed. Facing the growing pressure from the right, it was pointed out that:

> Under the guise of protecting and perpetuating the guarantees of human liberty contained in the Federal Constitution [some financial and industrial groups] are seeking to undermine the most essential provisions of the Declaration of Independence and the Bill of Rights incorporated in the Federal Constitution.

Thereupon the convention unanimously resolved to protect:

> . . . constitutional rights by uncovering and exposing all those who under the mask of patriotic motives endeavor to destroy equality of rights and opportunities for all, and set up in place of a government founded upon free institutions a control over government founded upon the power of wealth.

The American Federation of Labor still remains what it has always been, a federation of trade unions with the essentially limited, yet important objectives of trade unions. At San Francisco it manifested in significant fashion that basic flexibility, and the ability to hold widely diverse groups together, which has given it high survival capacity in the past. By reorienting its structural tactics to meet changing conditions, it has opened the door to a new era in its own career.

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Five Hundred Delinquent Women

A Study of How They Got That Way and of What Became of Them

By IRA S. WILE, M.D.

RATIONAL penology involves a study of background, capacity and experience as the basis for a program likely to prove serviceable in individual reformation. Prison and reformatory records ought to provide classification of human material in terms of potential reformability. But our knowledge of human behavior is imperfect, and our factual information concerning the influence of heredity and environment is scarcely more than an outline. Taking into account our need for better understanding and procedure and our gaps in dependable knowledge, the Institute of Criminal Law of the Harvard Law School made possible an analysis of five hundred delinquent women,[1] paralleling an earlier study of males by the same authorities.[2]

The women studied by the Gluecks had undergone an average imprisonment of one and a half years in a women's reformatory at Framingham, Massachusetts; had had a period of parole, and then had been returned to society. Dr. and Mrs. Glueck gathered and verified vast and varied data concerning the group, mainly sex delinquents, before, during and after commitment and parole. The authors frankly state that their judgments are predicated not alone upon the validity of the materials gathered, but upon the method of gathering them. Every student will appreciate the statement that "mathematico-statistical manipulations, coefficients and Greek symbols do not assure the reliability of the original materials that enter into a piece of sociologic research."

One careful definition raises a definite statistical question. "Non-delinquent" is defined as "no police or court record, and no misconduct for which the individual might be arrested, as drinking, abuse of family, stealing, etc., i.e., no 'unofficial' misconduct." To include both "official" and "unofficial" misconduct creates a difficulty because there is no control check on "unofficial delinquency," "unofficial" being defined as "delinquency for which the person has not come to the attention of official agencies of the law." Such a definition, if applied to the great majority of us, would have dire implications. Thus to estimate behavior in terms of "unofficial" factors would imply that all persons who keep borrowed books, engage in "petting" or indulge in pre-marital sex experience are in the category of actual delinquents. To compare a reformatory group with a non-reformatory group, weighing the "unofficial" evidence, places the reformatory group at a disadvantage as compared with the great mass of women who have not been guilty of "official" misconduct. This is important because it influences some of the interpretations. To what degree is one to assess sex irregularities during a five-year post-parole period as compared with the practices of women of similar physical and intellectual endowment who have no "official record"? Such questions become significant in a study devoted to women whose sexual problems constituted their primary difficulty.

The principal component of misconduct prior to commitment is rated 66 percent as "official record" and 34 percent as "unofficial"; during parole, 42 percent and 58 percent respectively; during the post-parole period, 51 percent and 49 percent. Delinquent behavior was 99 percent prior to commitment, 55 percent during parole and 76 percent during post-parole. Is it just to have this post-parole record heightened by "unofficial misconduct"? Comparing the figures for sex-experience as reported by Davis and by Hamilton and Dickinson, it is obvious that "unofficial" misconduct is well represented in a group of individuals who are never charged with official misconduct and hence are not labelled "delinquent" or "criminal."

The statistical analysis of family background is highly interesting, if discouraging. There are high proportions of children of foreign-born parents, aliens and illiterates with low occupational status and marginal economic circumstances and dependency, squalid homes, squalid neighborhoods, many victims of mental diseases with marked emotional difficulties. Only 10 percent of the five hundred delinquents came from unbroken and adequate homes. The factors of inferior parentage and degenerate homes raise a difficult question of social responsibility, especially as 81 percent of the girls had the pattern of delinquency and criminality among other members of the family. Only 40 percent of the five hundred delinquents had been rated as average or above in intelligence. These weak adolescents lacked constructive interests and wholesome companionship when they were caught in the conflicts of the difficult 'teens.

THE first sex experience, typically at seventeen years, usually voluntary, was highly correlated with other forms of misbehavior. Lack of control of the sex impulse dominates the gradual deterioration eventuating in arrest and commitment after a dreary record of prostitution, illegitimacy, promiscuity, early marriage, failure in marital adjustments. The reformatory received them after they had been through the whole range of correctional and punitive devices. It was asked to transform these defective, diseased and anti-social misfits, into wholesome, decent, law-abiding citizens. Of the group, four fifths with venereal disease, limited capacity, feeblemindedness, emotional instability, only two fifths under reformatory direction evidenced innate power and capability of becoming efficient workers before they were released on parole.

Many of the parolees showed some improvement, mainly due to continuous supervision; there was marked recidivism after release from the potential threat of a return to the reformatory by the parole officer.

During the five years after release from parole many factors in personal improvement persisted: decreased restlessness and greater household stability; fewer forced marriages and more responsibility toward children; better family relationships and occupational adjustment, but these adjustments were less numerous during the post-parole period than during parole. Three fourths of the group were recidivists for part or all of the post-parole period. This reveals more weakness in the social machinery than in the girls! If three fourths "repeated,"

[1] Five Hundred Delinquent Women, by Sheldon and Eleanor Glueck. Introduction by Roscoe Pound. Knopf. 539 pp. Price $5 postpaid of The Survey.
[2] Five Hundred Criminal Careers, by Sheldon and Eleanor T. Glueck. Knopf. 1930.

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what did the reformatory accomplish? What was the benefit of parole?

But what, after all, is the reformative value of a year and a half in an institution, a period admittedly hardly sufficient to rebuild health, give adequate vocational training and develop acceptable attitudes to offset the anti-social viewpoints and habits which led to commitment. Is the up-grade trend due to contact with the supervising parole officers? How far does the personal endowment of the women themselves and the intervention of favorable but chance factors account for their rehabilitation? If improvement is due to the reformatory influence and to parole, to what is the high percentage of recidivism attributable? Can one forecast reformability or the particular type of treatment most likely to be efficacious, or scientifically select those most likely to benefit by parole?

An Audit of the Situation contemplates possible answers. Three categories of offenders are made: A, (15.2 percent) non-delinquent after release from parole at the expiration of their sentence; B, (65.4 percent) delinquent during parole; C, (19.4 percent) behaved well during the parole but reverted to earlier patterns after the expiration of the sentence.

Mentality constituted no particular index of reformability. Reformation, when it occurred, could not be directly attributed to the reformatory but rather to the favorable makeup and background of the individual. Similarly, recidivism was related primarily to the character of the delinquent.

Between the immediately reformed and those who continued their delinquencies was a well-differentiated upgrade group; yet society endeavors to apply the same reform measures to all. Reform, however, depends first on a favorable endowment and then on the conditions to which the reformable individual will respond. The study of these two factors must provide the basis of a scientific method. Society requires some mode of determining which types of individuals will respond to which types of experience. Only upon such data may we hope for an effective reformational program.

THE Gluecks, shifting from descriptive analysis to statistical synthesis, offer valuable tools to measure the degree of likelihood that this girl or that will persist in her delinquency. They have drawn up a table indicating the rate of non-recidivism and success on the basis of five pre-reformatory factors; retardation in school, neighborhood influence, steadiness of employment, economic responsibility, mental abnormality. This device offers aid to a judge in determining whether a particular delinquent should be placed immediately on parole. Time and trial alone can prove its reliability.

Which committed delinquents should be paroled? A prognostic table for the parole authorities involves the additional consideration of the kind of worker the delinquent proved to be in the reformatory. To establish the time for release from parole, the recreation habits and the interests of the delinquent during the parole period become an additional consideration. The use of such prognostic tables would mark a forward step in the treatment of female delinquents. It is a sane, far-sighted policy to consider the life factors of individuals before and after commitment in relation to their probable future patterns of life. Judges can clearly see the delinquent only in relation to his life history and setting. Neighborhood influence, economic responsibility, familial relationships, household stability, are inwoven with each personality. This is the human side of penology.

Law enforcement and reformatory treatment can be successful only by taking cognizance of the essential makeup of the delinquent and the criminal. Society is still in a fact-finding stage and adventuring in many fields of human research for consistent data, rather than persistent theories. The accumulation of facts is merely a prerequisite for careful interpretation. Only those who like the Gluecks bring disciplined intelligence, social courage and a trained capacity for analysis and synthesis are fitted to note and check social thinking and processes.

Backwoods Relief

RURAL problem areas, where relief and rehabilitation present difficulties which do not yield to ordinary measures, are being examined by the research division of the FERA with a view to a permanent program. Such areas include: the Lake States cut-over districts; the cotton-growing region of the Old South; the Appalachian-Ozark region; the short-grass, spring-wheat region; the winter-wheat region and the western cotton-growing region. Preliminary reports from a few sample counties indicate the extent of the problem with which any program must deal.

A typical county in the cut-over district of Wisconsin, left ravaged and desolate by the lumbering of a generation ago, has a population of 12,670, more than half of which live on farms of sorts and 26 percent of which are on relief. The most important proposals here are extensive reforestation, transfer of families from sub-marginal land and the revival of the summer-resort business. The realistic though discouraging observation is made that "rehabilitation of most of the families receiving relief will be dependent on regular employment as only a minority of them seem qualified to operate farms successfully."

In a cotton-growing county of Alabama, its population 75 percent Negro, about a third of the present rural relief roll will probably require permanent help on account of age, disability and various other incapacities. Of the Negro households now on relief more than 60 percent will, in the opinion of the investigator, need continued financial assistance. Effort is being made to rehabilitate selected families on the land but supplementation with relief is an obvious necessity.

A mountainous Tennessee county has a population of 13,000, all rural. Major factors contributing to the relief load are low agricultural prices and the lack of opportunity for part-time work. Forty-one percent of the relief cases studied are believed to be incapable of rehabilitation under the FERA rural plan. There are in the county no provisions for mothers' pensions, old-age pensions or veterans' relief, and an irreducible minimum of local out-door poor relief.

A SOUTH DAKOTA county, part of the old Rosebud Reservation, has been over-populated since it was opened for settlement in 1909. In June more than 55 percent of the people were on relief. "The county presents a picture of desolation hard to duplicate in an agricultural area," says the FERA investigator. "Successive years of drought and grasshopper plagues have almost completely destroyed the vegetation and left the soil bare. . . . Any program of rehabilitation must face the fact that little can be done to reestablish the excess population within the present borders." Subsistence farms and local industries do not appear practical for this area. More desirable, it seems, is a removal of some of the population "now, while they are in a frame of mind to transfer to areas where a livelihood is more secure."

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Heading Up the Housing Program

By LOULA D. LASKER

THE age of miracles is not over! Some seventy of the country's leading housing experts, architects, city planners, government housing officials, university professors and others who have long had a practical interest in housing, have agreed on a national housing program! The miracle took place last month in Baltimore when they were brought together by the National Association of Housing Officials to discuss the findings of an international commission which had made a six-weeks tour of the United States, examining housing conditions in twelve cities and conferring with officials and other leaders of thirty-six cities as far west as Minneapolis and St. Paul and as far south as New Orleans.

The Commission was headed by Sir Raymond Unwin, technical advisor to the Greater London Regional Planning Committee, a pioneer in promoting England's post-war housing program; his associates were Dr. Ernest Kahn, former manager of the municipal housing enterprise of Frankfort-on-Main, Germany; and Alice Samuel, member of the Council of the Society of Women Estate Managers of Great Britain. They were accompanied on their travels by two Americans, Henry Wright, architect and veteran student of American housing problems and Ernest Bohn, president of the NAHO.

The Baltimore conference was no gathering of yes-men ready to accept recommendations without subjecting them to the most minute and critical analysis. Only a program written by a committee so eminently qualified to appraise the American situation could have survived as did this one largely in its original form.

Divided in six main divisions the program does not attempt to answer in detail every question that may arise; it does however lay down general principles as to adequate housing standards and how to achieve them. The proposals are largely pragmatic, based on the actual housing experience of European countries geared to American conditions.

The six divisions cover in turn questions of: (1) responsibility for securing adequate housing for the low-income groups; (2) the respective places in a public housing program which should be assigned to federal, state and local authorities; (3) the elements of a sound financial scheme; (4) distribution and location in relation to city and regional plans, lay-out of sites, type design and construction of dwellings; and the factors determining and limiting the use of each; (5) skilled management as an essential element in any solution of the problem; and finally (6) the interdependence of all.

A treatise obviously could be written on any one of them. In each case the mere outline for discussion covered three to four pages and the final report will constitute a thick book. An attempt to summarize in 2000 words the ground covered can barely touch the high spots. Those who are professionally interested may secure the report from the National Association of Housing Officials (850 East 58 Street, Chicago) in concise form, soon—in an expanded form, later.

It is a temptation to tell in detail of the half-dozen sessions which were held under the able chairmanship of Louis Brownlow, of the Public Administration Clearing House. Little time was wasted in criticising or justifying the lack of effective performance on the part of the government to date, but there was general recognition that time is of the essence, and that the great opportunity offered today to push low-cost housing is slipping in part because of the lack of a definite program.

Throughout, two distinctions were stressed—first, that slum clearance and low-cost housing are not necessarily identical and that over insistence on the former may actually prevent the achievement of low-cost housing; and second that today public housing must be approached both as an emergency measure to promote industrial recovery and as a permanent charge on good public administration. The conference took place a week before the President's recent announcement of enlarged housing operations as a major part of the continuing public-works program to be presented to the next Congress. "This phase of the work is tremendously important," said Mr. Roosevelt, "because not only would it cut unemployment, but would raise living standards by giving under-privileged persons a chance to live decently."

In its first section, the report puts responsibility up to the public on the grounds that good social policy demands that everyone be given the advantage of housing of at least minimum standards, and that experience has definitely shown private enterprise to be unable to supply it. A public-housing program does not mean, however, solely housing built at direct government expense. Private or public low-cost housing achieved through the use of low-cost public credit has an important place. American experience to date notwithstanding, limited dividend, cooperative or other non-subsidized building agencies may constitute an important segment.

Public responsibility is threefold. It must be shared by federal, state and local authorities. The federal government, it was held, should offer financial assistance, and the use of its credit on terms that will spur to action; should exercise and encourage the adoption by other political agencies of suitable legislative and administrative powers; should formulate standards and coordinate all branches of the work; collect and distribute relevant information; undertake research and make trial demonstrations.

IT was held to be the duty in turn of the states to pass measures setting-up appropriate housing agencies, state and local. Furthermore states should undertake regional oversight and be prepared to give all help possible—financial and legislative—to local agencies.

Upon local government is placed the final responsibility for providing adequate accommodations for its citizens either through existing local agencies or new ones created for the purpose. Such agencies would range from committees of elected city councils (the method common in England) to specific housing authorities, boards or various types of limited-dividend companies. A warning is struck, however, that although such decentralization is desirable, it cannot take place until sufficient local sense of responsibility and interest is aroused. Here enters the need for a national program of public education for the NAHO and the federal leadership to tackle aggressively.

No attempt is made to outline in detail an appropriate financial set-up. Certain principles applicable to both limited-dividend and public housing are set forth, the widespread application of which should reduce building costs. Their adop-

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tion would, quite apart from resort to public subsidy, increase the number of dwellings within the reach of the lower-income group. For example, it is pointed out that proper care in design, construction and purchase of materials along with the cooperative ownership and management of property should prevent many risks inherent in ordinary real-estate operations. These risks include high vacancies, changes in class of occupants, and excessive repairs and insurance, the elimination of which will justify a longer period of amortization and lead to lower rents. In the case of limited-dividend companies it is recommended that the risk should be more equitably distributed between the loan and the (usual) 20 percent equity.

When direct subsidy is resorted to, two methods are suggested, grants toward the capital cost of the dwelling, or annual or periodic grants toward reducing rents or aiding the tenant to pay. The first, grants toward meeting the capital costs of dwellings, is appropriate when building must be done at times of inflated costs (as after the Great War) or in cases of slum clearance where high land values and the demolition of useless buildings cannot be covered by rents payable by the low-income groups. The second method takes the form of annual or periodic grants to local agencies toward reducing rents and is revisable as circumstances change. When it comes to aiding tenants to meet their rents the matter comes within the sphere of the social services and should be included in some form of unemployment insurance or other assistance.

THE English plan in slum clearance is offered as a model in grappling with initial losses due to tearing down useless and obsolete buildings and taking over land held at high prices. There the owner receives no remuneration for unfit buildings, and for the land only what it is worth for its appropriate housing use. Pending the passing of corresponding legislation here, American housing authorities must be in a position to absorb such losses attendant on slum-clearance projects.

So much for financing. Now as to where and how to build. No blanket answer can be made as to whether a central site, a suburban site or a new satellite city is preferable. Local considerations must be weighed such as accessibility to jobs and centers of culture and the possibility of protecting the neighborhood character of a development. That the housing shall be of such a kind as will maintain its value at least through the period of amortization must always be kept in mind.

Likewise comparative advantages vary with the individual project, as between the single-story, one-family detached house; the 2-story single dwelling, built in groups of 2, 4, 6 and 8 arranged to form one building; the 2- or 3-story flat-dwelling; and the multi-story apartment house. In general it may be said the detached dwelling is seldom economical in cost, while the 2-story group offers most of its advantages while permitting great economies. Unless the three-story variety is adopted the flat type should not be considered. If combined with space adequate for light and air, multi-family construction may be preferable to a settlement of 1- or 2-story dwellings unduly crowded together without space for gardens.

Houses properly financed, built and located. Is that the end of the story? Our European friends tell us emphatically no. Here enters the problem of management. The success or failure of low-cost housing, the report states, depends on the way it is handled once it is put to use. A very different kind of management is called for in governmental-aided housing provided to meet present social and economic needs from that customary in commercial properties developed for sale and profit. Such management must be responsible not only for the economic success of the project, but also for securing the maximum social return to the community.

The first function of the manager is to select the tenants. This problem if handled badly will result in the creation of new problems. Next, the collection of rents—and here there is only confusion if arrears are allowed as a relief to poverty. On the other hand, this business relationship affords current opportunities for lifting standards of occupancy. Maintenance and repairs must be handled promptly and efficiently and tenants encouraged by the responsible attitude of the landlord to take a great pride in their houses. In the case of slum-clearance projects, the manager should work with the proper authorities in arrangements for the rehousing of the displaced households. The urgent need for organizing training courses for housing managers was pointed out. A number of projects are already on the way, and within twelve months several should be completed.

Management of the kind advised based on the Octavia Hill system—already an organized profession abroad but distinctly a new field in the United States and one which provides an excellent field for women—will be discussed at an early date in The Survey by Miss Samuel, who presented this section of the report at the conference.

As to community activities, the report says:

> . . . although an intelligently planned project should include provision for social, recreational and educational life of the tenants, obviously each undertaking would require different arrangements and while the place it should receive in the administration should be settled at the outset, better results are obtained if developments of this kind follow the invitation of the tenants.

Our overseas mentors ended their program with a final warning, the need for recognizing the interdependence of all the elements in a rounded housing program. Provision of sufficient new dwellings for the lower-income groups; clearance of slums or decaying areas; reconditioning of neglected buildings; abatement of overcrowding in dwellings; skilled management of all dwellings in each category—all need to be coordinated in relation to broad planning and to the activities of private enterprise. Not an idle caution, for according to these authorities:

> . . . the full benefit of much of the housing activity in England and other countries has hitherto not been secured because of the failure to frame and to work toward any complete policy.

According to Sir Raymond Unwin here in this Baltimore formulation we have the most complete housing program ever written. Unless we hasten to give it effect, Dr. Kahn pointed out, we shall be wholly unprepared for the housing shortage which is slowly but surely creeping upon us. The National Association of Housing Officials has shown the way toward the rehousing of that much discussed two thirds of Americans today inadequately housed. The adoption of such a program hangs on the public demand for it—not only for speedy action, but for a long-run framework into which our emergency needs shall be fitted. A week after the program was adopted by the housing leaders of the United States, Secretary Ickes stated in a press conference that $1½ to 2 billion may be asked of Congress for slum clearance and low-cost housing. Hence the pertinence of a further recommendation that there should be a permanent federal housing agency:

> . . . under which would be coordinated all the government's housing activities, with assurance of continuity and personality, with adequate powers and sufficient independence to carry out the duties definitely assigned.

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Civic Gambling

By MABEL L. WALKER
Executive Secretary Tax Policy League

IF some of our latter-day exhorters are heeded gambling is now to be clothed in the mantle of patriotism. Lottery schemes, discredited a century ago, are being revived and advocated as a means of replenishing the public treasury and keeping our money at home.

Lottery bills were introduced last year in Pennsylvania, Maryland, Maine and Massachusetts and will be brought forward again during the coming legislative session. Governor Horner of Illinois has been studying different plans in an effort to find one not ruled out by the state constitution. A federal lottery to raise $1 billion for veterans' benefits will be proposed to Congress by Representative Kenny. Lotteries have also been suggested in Baltimore and Washington.

The lottery proposal seems to have gotten further in New York City than elsewhere. The municipal assembly actually adopted such a proposal, entangled in a scheme of a membership society, but there were serious doubts of its constitutionality and Mayor La Guardia, after some hesitation, refused to sign it.

The history of lotteries goes back to the Middle Ages to Italian merchants who disposed of their wares by means of lottery procedure. From Italy they spread to Holland and later to France, Spain, Germany and Austria. Queen Elizabeth introduced the lottery in England in 1569 and the scheme soon became popular among sovereigns who established a monopoly for the benefit of the royal treasury.

Following the French Revolution a developing social conscience caused the lottery to be opposed by liberals as a disreputable source of state funds. After almost three centuries of extensive use the lottery scheme was gradually abandoned by most of the European countries, by England in 1826, by Hesse in 1832, by France in 1836, by Sweden in 1840, by Bavaria in 1861, and by Switzerland in 1865. At the beginning of the twentieth century state lotteries were still in existence in Prussia, Italy, Saxony, Hamburg, Spain and Hungary. The subject of its abolition was being constantly discussed in Prussia.

The lottery idea was imported into the American colonies by Virginia during the seventeenth century, and became widespread in this country in the early part of the nineteenth century. The scheme was usually associated with worthy causes, particularly in the financing of education. The Continental Congress in 1776 authorized a class lottery for the benefit of soldiers in the field. George Washington is reported to have been a patron, not always unlucky. Columbia University, then King's College, was founded on the proceeds of lotteries and the construction of some of the Harvard buildings was financed in this way. Lotteries were also used to finance the rebuilding of Faneuil Hall in Boston after it was destroyed by fire.

New York and Massachusetts prohibited lotteries in 1833. Other states followed their example. The last of the privileged lotteries to disappear was the Louisiana State Lottery which had been operated by a private company under a franchise bringing the state $40,000 a year. This was brought about by the enactment of a federal law in 1890 which prohibited the use of the mails for lottery purposes. The Louisiana Lottery was transferred to Honduras where it is still in existence.

In the frantic search for new revenues which has been engendered by the depression old and discredited forms of taxation are again in the limelight. The ancient and obnoxious general sales' tax has been revived and has attained wide vogue in Europe and among the American states. The lottery movement has experienced a similar rebirth in Europe and once again America is pricking up its ears. Perhaps the salt tax and the window tax will be along one day soon.

The United States, England, Canada and Japan are the only important countries now without national lotteries, though on October 5, 1934 the English Conservative Party Conference adopted a resolution asking the government to provide facilities for a national lottery. The plan has been ignored, however, by the important newspapers and the church authorities have not even thought it worthwhile to protest although there would be a nation-wide outcry from the clergy if a lottery were considered imminent.

France reverted to a national lottery in 1933. Two million tickets at a hundred francs each were sold the first year. The French government turned back 120 million francs in prizes and retained 80 million francs for the treasury. Hereafter the ticket issue will be doubled but 60 percent of the money will still be returned in prizes.

THE USSR is issuing practically all of its public loans as lottery loans, and a great number of lotteries for promoting chemical defense, roads, and so on, have been launched by many Soviet institutions.

In Spain, where the lottery is an old and established institution, tickets may be sold in subdivisions amounting to only ten cents each. Sweden uses its lottery money for cultural advancement of the nation, Turkey for buying airplanes, and Iceland for its university.

The lottery movement in America is confronted with many legal obstacles. Lotteries are now prohibited by the constitutions of most of the states and by statute in all of them. In addition to prohibiting the use of the mails for lottery purposes the federal law also penalizes the importation, inter-state transportation, traffic transit over any part of the United States, and receipt of all printed matter pertaining to lotteries.

The New York penal law illustrates the stringency of some of the state statutes on the subject. It is made a crime to contrive or assist in a lottery, to sell lottery tickets, to advertise a lottery, to keep a lottery office, to let a building for lottery purposes. Furthermore, money paid for lottery tickets may be recovered by action, and prizes won in lotteries are forfeited to the use of the poor to be recovered by suit of the overseers of the poor. A lottery is declared unlawful and a public nuisance.

Lotteries are usually attacked on social and moral grounds. They conflict also, however, with sound principles of public finance inasmuch as they are regressive in character falling much more heavily upon the poorer man than upon the more prosperous groups. The lure of getting something for nothing appeals particularly to the man whose resources are very limited and he is tempted to gamble the little that he has in the hope of making a large winning, whereas the wealthy man is likely to invest an inconsiderable portion of his income this way.

The unhappy effects resulting from lotteries caused them to be abolished a century ago. To revert to them now after a century of enlightenment seems a good bit like advocating a return to oxcarts and tallow-wicks.

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THE COMMON WELFARE

Let the Buyer Be Wise

IF the mark on your teaspoons says Grade A1, you might think they are the best. Actually A1 is the sixth grade of silverware under the manufacturers' code. In asbestos yarn, Grade A1 is fifth; in mirrors, No. 1 is third. When it comes to hickory golf-shafts grades have gone poetic in a fashion that might well puzzle an ornithologist: the highest is Goose, followed in turn by Owl, Lark and Falcon. The term used on the Silk Exchange for the lowest grade of raw silk is Best Extra; five other grades are better than that Best Extra.

Trade and technical buyers may be able to find their way through such mazes of confusing and misleading terminology, disclosed in a recent survey by the Consumers' Advisory Board, but for the ultimate consumer intelligent buying becomes hopeless even in the relatively few fields where he can find out anything at all about quality. Even milk, which he is accustomed to buy as A or B, has no standardization that means anything throughout the country. The Grade A of one city may be something quite different elsewhere. As a part of its general effort to protect consumers and conscientious manufacturers, the Consumers' Advisory Board urges a simple informative and flexible system to let people know the quality of the goods they purchase. Chiseling of quality may be more significant than chiseling of price, both to them and to manufacturers whose wares must compete with dishonestly labeled goods. A hopeful first step appears in the announcement that development of a system of terms for grading has been started, at the request of the Board, by the American Standards Association, a federation of technical societies, trade associations and government bodies which acts as a clearing-house for standardization of the commodities of members.

What NRA Has Done

CHANGES wrought by NRA in Pennsylvania's sweated clothing industries are described in the current bulletin of the Department of Labor and Industry. The survey there summarized covered a cross-section of the industry and included 10,800 women and 1300 men in 114 plants. The report states:

. . . evidence is conclusive that the NRA has eliminated child labor, reduced the working hours of all employes and increased the earnings for the majority . . . it appears equally definite that the NRA has fallen far short of obtaining the goal for which it was planned.

A study made by the Department in October 1932 showed a median weekly wage of $7.51 (half earned more, half less,) a prevalent 54-hour week, thousands of child workers under 16 years of age. In sharp contrast are the findings for the month of this study (February 1934): "only two out of more than 12,000 employes investigated were children under 16 years of age"; the 40-hour week is "almost universally accepted," median weekly wages had jumped from $7.51 to $11.26. In spite of this 50 percent increase in wages under NRA, it was found that the majority of workers have remained below the full-time minimum of $13 a week provided by the industry's code. This is due to the prevalence of part-time work, to code exemptions and violations, to a tendency to make the minimum a maximum rate.

The study also revealed faulty record-keeping on the part of many employers, failure to live up to hours and wage provisions and exploitation of the exceptions allowed for handicapped employes and "learners." The report concludes:

With all the administrative weaknesses involved in the regulation of wages by the NRA the minimum-wage principle has demonstrated its validity. Its achievements force upon the community the importance of improving upon its administration and of recognizing that a single minimum wage for all employes in the industry does not greatly benefit the higher-paid worker. His gains must come through collective bargaining and through the establishment of minimum wage rates graduated by skill of occupation.

A Good Start

SCATTERING returns from early community-chest campaigns are definitely encouraging and, as Allen T. Burns says, "warrant confidence in the all-around constructive program of social work as the basic argument for giving." Thirteen chests which have reported at this writing have raised a sum which represents 93 percent of their total goal, set considerably higher than last year, and 104 percent of the total raised for 1934. "The chests," says Mr. Burns, "recognize their responsibility to close some of the gaps in their service program necessitated by large relief demands and by the reduced resources of their contributors. They know they are not taking up all the slack of the lean years but many are making a bold start in that direction."

Why Accept Failure?

THAT annual health examinations of schoolchildren have become a generally superficial and ineffective affair is the verdict of a two-year study just published by the American Child Health Association (see page 354, Those Defects.) Trouble is due largely to the fact that often there is no provision to get correction of physical defects, once the schooldoctor or nurse has noted them on the card: clinics are overcrowded, many parents cannot pay private doctors. In this pass, the general recommendation is to "adjust volume" to the status quo, i.e., to available facilities, public and private, endeavoring in that process to select the children in greatest need of care. Corrective facilities, it is added, should be increased to meet all reasonable demands "as soon as budgetary limitations permit." As times improve "private medical practice may also be depended upon to take over a larger share of the work."

This recommendation reads as though there never had been a five-year study of the Committee on the Costs of Medical Care. That Committee's findings made clear three years ago that most American families did not, and a very great many could not, afford to pay under existing systems of payment for the kinds of care that health examinations often showed as needed. When times were as good as they ever have been "available facilities" were overcrowded and many parents could not pay private doctors. These recommendations give no hint of the proposals that professional and other groups have brought forward to distribute the costs of medical care over groups of people and periods of time. By such a step the great mass of our self-supporting families could get access to the supervision and care of their doctors at rates they can afford. The

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recommendations mention wistfully the "tempting" ideal of an annual physical examination for every child and find it has been vitiated by our "meager equipment." But must that ideal bow to meagerness without trial—or even mention—of ways to supplant the ancient alternative of charity or traditional ways of medical payment?

Good times may come again and we may hope that they will be better than they were before. What will not come again is the chance to protect the growth and maturity of children who now need glasses or dental fillings or tonsillectomies and are barred by a *method of payment* from the service that underemployed doctors and dentists and half-empty hospitals are ready to give. It is one thing to recognize and cope with failure, another to accept it.

No Depression in Auto Fatalities

AMOUNTING toll of deaths due to automobile accidents is the discouraging report made by the National Safety Council for the first nine months of 1934, compared to a striking decrease in the two previous years. From January through August 1933 there were 18,040 deaths; in the same period this year there have been 21,190.

What is the cause? This question cannot be categorically answered. The increased amount of travel—as evidenced by gasoline consumption—accounts for only about half this 17 percent increase. Undoubtedly one important factor is the increase in the number of intoxicated drivers, or those somewhat under the influence of liquor. A major cause for concern, however, is the vast army of generally incompetent drivers attempting to operate high-speed cars. For this there is a specific remedy. If the American people continue to tolerate and demand cars capable of such high speed as well as high-speed driveways, they must demand trained "high-speed drivers."

Adequate drivers' license laws must be promulgated. Appropriate engineering, enforcement and educational measures which have proved effective in many localities must be universally adopted. Among those over 500,000 population, New York, where a reduction has resulted from the application of such measures, San Francisco and Pittsburgh stand out. Milwaukee, however, which has the lowest deathrate from automobile accidents is the most striking example. Up to September there was a total of 43 deaths reported, the same number as reported last year. This is no accident, for years Milwaukee has ruthlessly enforced its traffic law. Traffic cases are broadcast weekly over the radio directly from the District Court. The Department of Safety sponsors a drivers' school. As Dr. Basil L. Corbett, secretary of the Milwaukee Safety Commission says, "Every week is safety week in Milwaukee."

The Catholic Conference

WITH the same vitality that invigorated its session last year in New York the 1934 National Conference of Catholic Charities, meeting recently in Cincinnati, looked at the social scene about it and went on record with a statement which is in effect its platform for the year. The Conference expresses its belief that while a permanent scheme of relief organization "might be better exercised by local communities and state governments," a unified plan is essential. It calls for "careful consideration of plans for unemployment reserves, for industrial stabilization and old-age insurance"; for adequate public-welfare programs in the states with informed and active leadership in coordinating those programs; "for adequate care beyond food and shelter for children of relief families in their homes," and for the maintenance of private social agencies "if we are to preserve our American traditions of private initiative, neighborliness and true Christian charity."

While the pros and cons of such questions were freely expressed on the floor, the conference was marred by an incident of the contrary sort. Among the organizations invited to send an exhibit was the National Child Labor Committee. Its literature had been displayed for two days when word reached the representative on the ground that it must be withdrawn. The espousal of the Child Labor Amendment by one wing of Catholic opinion is well known. This sort of suppression is a poor way for the adverse wing to show its hostility toward the other, and brings embarrassment to the conference as a continuing national body.

Housing and Art

IT'S news when an art museum is given over for an entire month to a housing-show and that the most stimulating and challenging so far achieved in this country. This exhibit at the Museum of Modern Art is a stirring, but not sentimental crusade against old evils and a convincing plea for better housing-conditions as good social policy. The story is effectively told by means of a series of charts, models and enlarged photographs, all provocatively captioned, to say nothing of a full-sized slum flat and a three-room low-cost apartment, both "appropriately" furnished.

No description of the exhibit would be complete without mentioning the book published in connection with it, America Can't Have Housing, sold by the Museum for fifty cents. This volume edited by Carol Aronovici, chairman of the exhibit, contains articles by seventeen American and English housing-authorities. Together these articles constitute a statement of the salient factors leading to the present housing-situation, and a discussion of remedial measures.

The exhibit itself was a joint undertaking of the Museum of Modern Art, New York City Housing Authority, Columbia University Orientation Study, Lavenburg Foundation, and the Housing Section of the Welfare Council of New York. It is available at a nominal cost to interested groups throughout the country, requests having already come in for it from six cities. Arrangements can be made through the chairman, Mr. Aronovici, 302 East 35 Street, New York.

Hospites

THAT small group of social workers who quietly banded together a year ago under the title of Hospites has just made a report on what they have been able to accomplish with the aid of $3800 contributed by American social workers and their friends to succor German and Austrian social workers dismissed for racial and political reasons.

One scholarship has been set up out of Hospites' funds and three others have been secured from other sources for valuable pieces of research. One former leader has been enabled to establish herself in useful social work in Palestine, another has been seen through a long nervous breakdown, and forty-eight more have received relief in lesser amounts, through a system of confidential almoners in the countries bordering upon Germany. The reports in Hospites' possession abound with distressing details—one social worker with teeth broken and an infected jaw after a sojourn in a concentration camp; another couple of whom it is simply stated, "One child is dead of privation." Infinite precautions have had to be taken to avoid bringing further troubles to the persons aided.

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Strong representations have been made to the State Department jointly by Hospites, the AASW and the JVS that German social workers, under given conditions, can find employment in the United States.

Mrs. John M. Glenn is chairman, Porter Lee, treasurer, and Joanna C. Colcord, secretary at 130 East 22 Street, New York. An appeal for further funds is being quietly made. Says the report:

> Month by month, these people are finding some way out, either by leaving the country, or by abandoning training and social status, and adjusting their scale of living to a humbler sphere of occupation. We should like to stand by them for one year more at least.

By Whatever Name

FEAR that the acceptance by Mayor LaGuardia of the resignation of Henrietta Additon as head of the New York Crime Prevention Bureau might forebode its abolition has been assuaged by the Mayor's cheerful announcement that at the suggestion of Lillian D. Wald it has been rechristened the Juvenile Aid Bureau as more descriptive of its future activity. The Bureau, created experimentally in 1929 and officially in 1931, came under the none-too-friendly scrutiny of Mayor LaGuardia early in his administration. His coolness was due, friends of the Bureau insisted, to lack of understanding of its purpose and function and of its cost, since in the budgetary charge of $600,000 only $100,000 represented actual costs of the Bureau, the rest being salaries of uniformed members of the police department, assigned to the Bureau, whose pay would go on whether the Bureau lived or died.

This arm of the police department, now yclept Juvenile Aid Bureau, represented, in the program it developed, a carefully studied attempt to translate into reality much of the theory about catching crime before it starts. It had from the beginning, and still has, the earnest support and cooperation of social agencies and experts in the field of juvenile delinquency. It has shown hopeful results though they cannot be tabulated on an adding machine. As Miss Additon has said, "It will never be possible to prove what crimes have been prevented." Five years are too short a span, in any case, to measure results in a field hitherto so slightly explored. A generation would be needed to tell the story.

Comfort for 'fraid Cats

THE timorous souls who fear something revolutionary and un-American in the growing concentration of public-welfare responsibility in state and federal governments, may fortify themselves with history. "What we are witnessing at present," says Charles G. Chakerian of Yale University, "is merely an acceleration of a process which has been ever present in American society." As Sterling research fellow in sociology, Mr. Chakerian delved back into the earliest American schemes of public welfare, at the very point of import of the Elizabethan poor-laws. In his study, The Development of State Care of the Dependent and Defective Classes in New England, he traces the process of centralization which began long before the eighteenth century as a result of conflicts over—of all things—settlement laws, and which has since followed an unbroken trend, slowed down at times only by "the strong individualism so characteristic of the New Englander."

The process of centralization has had, since the founding of the colonies, three continuous major manifestations: the shifting of powers from local governmental agencies to the state, the shifting of responsibility from private agencies onto the public, and the assumption by the state of functions not performed elsewhere.

A second constant process has been one of differentiation in the course of which certain classes, such as dependent children and mentally handicapped, were accorded special treatment and so withdrawn from the "general poor." With further state participation, the remaining poor have begun to be separated into the aged and unemployed. "When these two groups come to receive special attention 'the poor,' as such, will disappear."

The extension of state activity has not progressed, says Mr. Chakerian, as a socialistic theory or program but rather as an automatic adjustment to changing conditions. "The investigation strongly suggests that, with the growing complexity of social life, it will be increasingly necessary to extend state powers further. . . . The indications are that in the field of social welfare laissez-faire will be even more a myth in the future than it has been in the past."

PUBLIC LIBRARY READING ROOM

1859—Rudolph R. Reeder—1934

"BUT why should you want to hear a pin drop?" The question was that of Rudolph R. Reeder when he was being shown through an old orphanage in lower New York by a matron who was proud of the decorum of her charges, and had called his attention to their perfect silence in this way. It was typical of the freshness which this educator brought into the field of child care, when he left normal-school administration to take on the superintendency of the New York Orphan Asylum. In its transfer from Manhattan to Hastings-on-Hudson, he pioneered in the development of the cottage type of institution that broke with the old barracks type and grounded its scheme in creating a more normal environment for its charges. But to Mr. Reeder that was only half the story. He looked at his cottage community as a laboratory where child life could be observed and dealt with twenty-four hours a day, and from which insight might be gathered to apply to teaching and child care everywhere. How 200 Children Live and Learn, first published serially in The Survey, brought out the first fruits of his discoveries and demonstrations, and it would be hard to say whether the techniques and inventions which he told of were more important than the spirit that animated it and that stretched the imagination and understanding on every page. In time the cottage institution itself seemed to him a stage, a way-station. He challenged the whole stereotype of institutional care for normal children and urged that the children's institutions of the county be converted into scientifically conducted "clearing-houses" to which children would be admitted while their disrupted homes were set right, or while they were rehabilitated and readjusted pending their placement in foster family homes. He bore the brunt of all pioneers gallantly. After his war service with the Red Cross in France, he had the opportunity to put his ideas to work on a national scale, and as the expert of the American Commission to Serbia organized a system of placement for the thousands of orphans so that their lives merged "into all the community interests and activities." And again after his overseas service, in organizing the Marsh Foundation School at Van Wert, Ohio, he demonstrated anew his constructive genius. He died at seventy-five on October 13; but it will take years still for American social and educational practice to come abreast of the man.

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HEALTH

Philadelphians and Clinics

AT the request of the Philadelphia County Medical Society the Joint Committee on Research of the Pennsylvania School of Social Work and the Philadelphia Community Council has studied records of nineteen Philadelphia hospitals to see if patients "shop around" among hospitals, or ask for free service when they could afford to pay for private care, with the aim of deciding whether or not a Medical Registration Bureau could pay for itself by eliminating duplications and patients not a proper charge on free care. Very few chronic "shoppers" were discovered among the 1036 patients surveyed. "On the whole patients appear to be reasonably satisfied with the treatment received at clinics and quite willing to remain there indefinitely." Most of the patients studied formerly had had private physicians and the evidence was overwhelming that they had changed to clinic care because they no longer could pay. Of those for whom records were detailed, less than 5 percent could have paid any substantial amount for medical service, and many of those not the amounts their illness demanded; for an additional 6 percent the economic situation was unknown. Patients showed a disinclination to ask their doctor for free service; many assumed it was only just to him to change to a clinic when they no longer could pay. In some cases the physician himself had referred them to the clinic. Most were willing to return to the family physician when they again could pay. A minority, however, definitely preferred the hospital and clinic service on medical grounds—records, equipment, service, and interest. "Judging by their present feelings these patients will not want to return to their private physician even if they have the money to pay. . . . This last situation creates a problem for the future which will require cooperation on the part of both the hospital and the private physicians."

Those Defects

WITH school doctors, dentists, nurses and teachers on the job, why should children continue to be handicapped by remediable defects—bad vision, hearing, nutrition, teeth and the like? Indifference or ignorance of parents, lack of chance for care, inefficiency of school health-examination and follow-up? At the request of the New York City Departments of Health and Education, the American Child Health Association, with the help of the Metropolitan Life Insurance Company, has made a two-year study now reported, Physical Defects: The Pathway to Correction. (171 pp. Price $1 in paper, $1.25 cloth, of the Association.) Data cover New York City only (25,000 children in 121 schools) but general findings are believed applicable to many communities. For defects of vision and nutrition, prevailing methods of examination failed often to catch the children most in need of help. For both visual and dental defects more were screened out for attention than could possibly be corrected by existing facilities. For hard-of-hearing children examinations were so inadequate, when not lacking, that most failed to set foot on the pathway to correction.

The chief recommendation is to limit school physical-examinations and selections for follow-up to the number of cases that can be followed up adequately and cared for by existing facilities, public and private. That in turn, means selection of the most severe cases, more accurate detection of defects, better use of records, greater rapport among school personnel and with parents: on each of these points specific measures are suggested. "As soon as budgetary limitations permit, there should be an increase in corrective facilities in order to meet all reasonable demands." With better economic conditions, it is believed, private medical practice may be depended on to take over a greater share of corrections. The ideal of an annual examination for every child with our present meager equipment has brought about "over the country generally a widespread system of cursory and superficial medical inspection which frequently fills the record cards with recommendations, some of doubtful significance, and in such overwhelming volume as to make their follow-up an impossibility. We need to preserve the quality of the examination even at the cost of restricting service to lesser numbers. To save fruitless effort we need to adjust its volume to the follow-up and corrective facilities available."

Partial Conquest of Heart Disease

SURVEYING school children in a dozen New York State cities and towns, through the cooperation of the State Department of Education and the school physicians, the New York State Department of Health found that 5 in 1000 were suffering from some cardiac ailment. Rheumatic fever was the chief causative factor. About 75 percent of all cases of heart disease, it is estimated develop in children under 10 years of age. "The implication of this statement is most important," declares J. V. DePorte, director of the Division of Vital Statistics, reporting the survey (New York State Journal of Medicine, Vol. 34, No. 10.) "The problem of our high mortality from heart diseases should be attacked in the age period where most of the cases have their inception. Here the work of the school physician could be made of utmost importance since it is he who watches over the health of the children and has, therefore, an opportunity to discover first symptoms, often long before the disease manifests itself sufficiently to attract the attention of parents."

That the fight against heart disease already is showing hopeful

Pertinent Publications

FOOD AND YOUR BODY, *by Mary Pfaffman and Frances Stern. M. B. Barrows and Company. 170 pp. Price $2 postpaid of The Survey.*

HEALTH EDUCATOR and Chief of the Food Clinic respectively at the Boston Dispensary, the authors here share with others the results of the experience in their pioneer and outstanding venture in health education. The book gives the substance and methods of presentation of a series of talks, in which children share, on essential foods.

A NUTRITION PROGRAM AND TEACHING OUTLINE. *Philadelphia Child Health Society, 311 S. Juniper St., Phila. 156 pp. Price $1.*

A DETAILED and practical guide developed for use in the health centers and clinics of the Division of Child Hygiene, Philadelphia Department of Public Health.

A CONTRIBUTION OF MENTAL HYGIENE TO EDUCATION. *Illinois Conference on Public Welfare, 203 N. Wabash Ave., Chicago. 64 pp. Price 25 cents.*

PAPERS on Education Through Play by Bertha Schlotter, spontaneity by Adolf Meyer, M.D., and Some Unnoted Aspects of Therapy by Scott Buchanan presented at the Illinois Conference on Public Welfare, 1933, with a foreword by Ethel S. Dummer, chairman of the Mental Hygiene Division.

THE ECONOMIC ASPECTS OF MEDICAL CARE. *On request, The Julius Rosenwald Fund, 4901 Ellis Avenue, Chicago, Ill.*

READING list, revised to January 1934, designed to be of service to individuals, local and national organizations and professional and lay groups.

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How to Quickly Relieve ACID INDIGESTION

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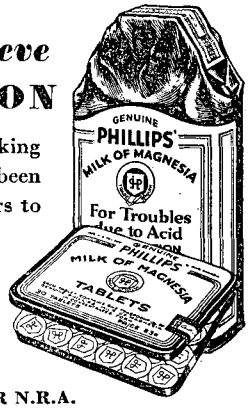
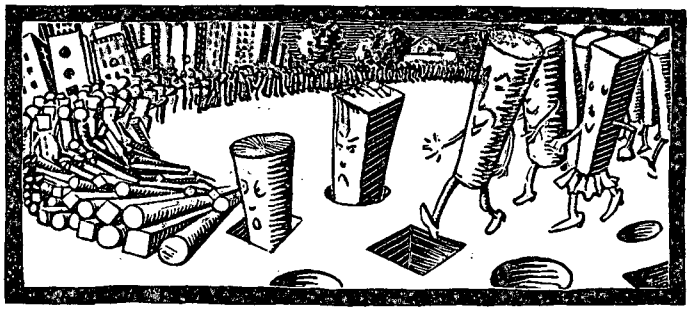


PHILLIPS' MILK of MAGNESIA MEMBER N.R.A.

progress is apparent from the records of the Metropolitan Life Insurance Company. While total deathrates from this disease have risen in recent decades, part of the rise is due to the greater percentage of the population who live to reach the ages when heart ailments are prevalent. Among children and young adults and even among the group aged 25–44, the Metropolitan records show a substantial decline since 1911, probably due to better control of such diseases as acute rheumatism, scarlet fever, diphtheria, syphilis and so on. These are the ages at which heart ailments are most distressing individually and socially. Present progress shows the way to further gains in this essentially controllable aspect of heart disease, Dr. Donald B. Armstrong, third vice-president of the Company points out, and already warrants the phrase "the partial conquest of heart disease."

New York State has a new Manual of Rules and Regulations Governing Medical Care in the Home to Recipients of Home Relief, completely rewriting and revising earlier formulations to conform with FERA Rules and Regulations No. 7. Chapters detailing policy and procedure are followed by a chapter summarizing basic state legislation in this field and reviewing chronologically the series of measures put into operation between December 1931 and the present statement. Published by the TERA, 79 Madison Ave., NYC.

The average family included in a group of nearly 30,000 families surveyed by twelve national women's organizations in 46 states consumed less than half the amount of milk specified by the federal Bureau of Home Economics for an adequate diet at minimum cost. Their consumption of milk averaged 27 percent below even that of the "restricted diet" worked out by the Bureau for emergency use for limited periods of time.



SOCIAL PRACTICE

Temporary Toys

A NEW word is plainly needed if the business of lending toys to children goes much farther. In New York they call it a Toyery, which doesn't seem good enough, and in Dayton the Toy Lending Shop which is descriptive but not exciting. The shop in Dayton, under the wing of the YWCA, has operated successfully now for the best part of a year with a staff of volunteers supplied by the Younger Girls' Committee. The shop was first stocked by means of a toy shower in which schools and various organizations participated. It is open one afternoon a week, and toys are loaned for a week. Children register for membership and pick their own toys. Larger toys are more popular with the children and better withstand wear and tear. The city health department cooperates in the necessary fumigation. In case of breakage, "and of course we realize that accidents will happen," the shop insists that all parts be returned. If breakage becomes unreasonably frequent the borrowing privilege is withdrawn.

Dolls are loaned on a different basis from other toys. They are issued undressed but with a box of materials from which the child may do her own home dress-making. Each week, child and doll report-in so that progress may be observed. If at the end of six weeks the child has shown herself a good mother legal adoption takes place. The doll is hers.

Crime Confab

ALL crime, or at any rate all the talk about it, will come to a head in Washington on December 10–13 at a conference to which Attorney General Homer S. Cummings has invited governors and other state officials and representatives of institutions and organizations concerned with law-enforcement. The conference will, it is hoped, clear the ground for a program of methods of effective cooperation, federal, state and local for crime prevention and criminal-law enforcement. It will consider crime in four aspects; causes and prevention; investigation, detection and apprehension; courts and prosecution; detention, parole, probation and pardon.

Mr. Cummings has already announced the purpose of the Department of Justice to establish in Washington a national institute of criminology to study crime problems and practical police work, this in addition to the technical laboratory which the department already maintains. In Cincinnati the professions of law and medicine have joined forces with the police in organizing a crime-detection laboratory called the Medical Legal Institute. Northwestern University, Chicago, has had a scientific crime-detection laboratory since 1930.

More and Better Recreation

STARTED as a summer project the Children's Leisure Time Service, under the wing of the Chicago Council of Social Agencies, with the highly important financial cooperation of the Cook County Division of the Illinois Relief Commission, will be continued into the winter, thus assuring to some fifty settlements

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and social centers personnel to meet the demands imposed on them by the times. The service assigned to the centers for their summer activities about 650 workers selected from among the teachers and other professional folk on the relief rolls. As a result the summer work was enlarged to draw in large numbers of people whose need for cheerful activity the settlements knew only too well.

The CLTS workers shone brightest apparently in carrying outdoor recreation into neighborhoods that had little or none of it. Dozens of vacant lots were made into playgrounds for adults as well as children and evening sports and street dancing were set going all over the city. Door-step classes for little children in story-telling, drawing and coloring were a happy feature. Vacation schools and day and summer camps had help from the new workers as had also the regular clubs and classes of the settlements.

The CLTS is to go on this winter, subject always to the dire possibility of the curtailment of the relief funds from which the workers are paid. Special efforts will be made to reach into relatively untouched neighborhoods to connect people, young and old, with opportunities for education and recreation.

For All the People

WHEN the town of Welch, W. Va., was designated last spring by the FERA as the location for a demonstration of a community center "to serve all the people" (7500 of them there are,) it was flattered and willing and not very clear in its mind. It had not very much in the way of community organization, not even a public library. So it started practically at scratch to develop, under the direction of Theresa White, county relief administrator and director of the new center, a "cultural project not only for families on relief but for the whole community" which would supplement and coordinate going activities and create new ones where needed.

The program was organized in eight units: housing, with the remodeling of an old dwelling as a demonstration; clothing and equipment, with classes for sewing and the renovation of furniture; food, with classes in nutrition, cooking and marketing; health, with nurses engaged in clinic work and a general program of health education; recreation, with a town ball-league, arts-and-crafts classes and a choral society; education, with lectures, forums and the beginning of a library; employment, with job-finding and retraining and finally community planning which keeps all the organized groups in town interested and cooperative.

The center has a paid staff of fourteen and an equal number of hard-working volunteers. All county services such as the agricultural and home-demonstration agents and health and school officials joined forces with the center, as did the churches and business and professional organizations. As a result the program established itself so firmly during the summer that the whole town is now participating enthusiastically in widening it for the winter season.

The Jersey System

WITH most of the states faced with the practical necessity of modernizing their welfare organization the experience of New Jersey, which tackled the job sixteen years ago with the establishment of the Department of Institutions and Agencies, becomes significant and two recent publications concerning it take on more than local interest. First is the study, State Welfare Administration in New Jersey, by Paul Tutt Stafford, Ph.D. of Princeton University, a section of the larger Princeton study of the financial and administrative structure of the state government; and second, a ten-year summary report of the Department of Institutions and Agencies. Both are available from the department, Trenton, N. J.

Professor Stafford examines the New Jersey system of centralized administration of public welfare by an unpaid, non-partisan board and compares it with different systems in other states. He analyzes the organization and functions of the central office, the financial administration, state aid to counties and state supervision of child welfare. On the whole, while he sees certain weaknesses in the superstructure he finds the foundations substantial and sound.

The ten-year report affords a more detailed picture of the system in action, under an increasing burden, but with steady progress toward its goals, preventive as well as palliative, without the devastating upheavals to which politically controlled public-welfare departments are too often heir.

Another Pittsburgh Survey

TWENTY-FIVE years after the Pittsburgh Survey the Steel City has again called in experts for a study of itself. The Social Study, as it is called, is now getting under way under the auspices of a committee of twenty-four citizens headed by R. Templeton Smith, president of the Federation of Social Agencies. It is being financed by a grant of $75,000 from the Buhl Foundation to the Federation. Directing the study is Philip Klein of the New York School of Social Work with Wilbur I. Newstetter of Cleveland as associate. The advisory committee includes Allen T. Burns, Stanley P. Davies, Mary L. Gibbons, William Hodson, Harry L. Lurie and Linton B. Swift. Edna Brezee is general statistician. The Citizens Committee proposes to take upwards of a year and a half for the study which is more limited in scope than the original Pittsburgh Survey, but will cover intensively the whole field of social work, public and private, in city and county. Best wishes to the new venture.

Settlement Self-Analysis

IF the ten settlement-houses of Minneapolis had a chance to re-locate themselves nine of them would, in all probability, stay right in their present neighborhood. After an intensive five-months self-study, in which the staffs of all the houses engaged, the conclusion is reached that with one possible exception the houses are well located in relation to needed services but that all services are crippled because of small and over-worked staffs with salaries so low that trained people are not attracted to the work, and because of run-down and inadequate equipment. New activities, urgently needed, can be initiated; gains in meeting anti-social conditions can be maintained and the normal development of programs can be undertaken only with increased funds.

The self-analysis survey was initiated and the report is published (25 cents) by the Twin City Federation of Settlements, 1929 Second street, N.E., Minneapolis, Robbins Gilman, president. Margaret E. Chapman of Wells Memorial House was chairman of the survey committee the major purposes of which were to discover how effectively the settlements are functioning under existing conditions and what changes in service, if any, are needed, —both to the end of determining bases for larger public support. The published report is not a house-by-house statement but rather a weighing of settlement philosophy and its working out in the community by the whole group of houses. Thus it has an interest and value that extend to settlements everywhere.

THE NY State Department of Social Welfare, State Office Building, Albany has published (15 cents) a bibliography of books for girls from 12 to 16 years of age recommended for use in institutions. The list, prepared by Mary Eastwood of the State Library, has been supplied to every child-caring institution and agency in the state.

As the first of a series of social studies the Tulane University School of Social Work has published City Subsidies to Private Charitable Agencies in New Orleans, by Evelyn Campbell Beven (57 pp, 50 cents from the University, New Orleans.) Mrs. Beven reviews the growth of the subsidy system from 1824 to 1933 and analyzes the present financial support of social agencies, bringing out in the process the difficulties inherent in history, faced by the new Department of Public Welfare, difficulties not unique of course to New Orleans.

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EDUCATION

Drill in Ohio

OHIO State University announces that conscientious objection to military drill will no longer be accepted as a ground for excusing students from required military courses. Until last year members of the Society of Friends, Mennonites, Brethren and other recognized pacifist denominations were excused from drill by university custom. Last year students professing conscientious scruples against militarism were summoned to appear before an official examining-board of three faculty members for a test of their sincerity. Fifteen exemptions were granted, sixteen denied, and seven students expelled for rejecting the board's ruling during the 1933–34 college year (see The Survey, May, page 168.) The abandonment of last year's plan was announced by vice-president J. L. Morrill, acting for President George W. Rightmire, in a letter to five prospective freshmen who had applied for excuse from drill on conscientious grounds. Now Ohio State will refuse exemption to members of pacifist church bodies, as well as to those students professing personal conscientious objection, who, The Christian Century reports, "have been increasing in number in late years."

Control of Radio

LAST month the Federal Communications Commission began hearings, still in progress at this writing, on the proposal that "educational, religious and other non-profit agencies be allocated fixed percentages of radio-broadcasting facilities." Many of the arguments being put forward at these hearings were urged in discussion at the fourth annual meeting of the National Advisory Council on Radio in Education, held last month in Chicago. The side for private control was formally presented on the conference program by E. H. Harris, chairman of the radio committee of the American Newspaper Publishers' Association. Mr. Harris held that, "The responsibility for securing better programs cannot be delegated to the federal government without surrendering some of our liberties." He urged that there is a "direct obligation upon every American citizen" to register his protest on unsatisfactory programs to the station owner, the advertiser and the Federal Communications Commission.

Bruce Bliven, one of the editors of The New Republic, pointed to the early promise of radio broadcasting, and argued that "we have permitted a system to grow up under which radio is almost useless today." In order to "put an end to the ceaseless flow of oral garbage into our homes," he advocated government control of radio broadcasting, without "slavishly imitating the experience of any other country." Answering the argument that government control means censorship, he pointed out, "When people tell you that the radio abroad is censored, they assume that in the United States it is free. . . . The broadcasters themselves however exercise an extremely powerful and efficient censorship." He added,

> Far more important however than censorship by broadcasters is lack of brains among broadcasters. . . . The man in charge of a radio program ought to have the background, training and character of the president of a great university. They have such men in other countries. In America, on the other hand, everyone knows that the typical program director is a cross between a vaudeville producer and the advertising manager of a popular magazine. . . . I think that such people are not fit to conduct the educational activities of 80 million Americans. It becomes more evident if you study in detail, as I have done, the extremely skillful, painstaking and yet brilliant work being done in this field abroad.

Indian Day Schools

THE first of the new Indian community highschools made possible by PWA allotments, are in actual operation on the Pine Ridge and Rosebud reservations (Sioux) in South Dakota. These day schools mark an important departure from the traditional boarding-schools, and also from one-room rural schools. They are planned for 125 to 150 pupils. The buildings are adapted from designs furnished the Indian Bureau by the Rosenwald Fund. The main floor in each is divided into four classrooms, auditorium, library and office. Basements house shoproom, home-economics kitchens and workrooms and school dining-room. Each school has 10 to 40 acres of land, garages for the school buses, and teachers' cottages. The school heads are to be community workers rather than school principals, suggesting the community program that is to be built around the schools, which carry boys and girls through junior highschool and also have facilities for adults. After finishing the local program, the students may go on to the Pine Ridge Central School at the Agency as day or as boarding-pupils.

Toys as Teachers

HOW to select toys so that they will not only amuse children but also help develop "mental and physical abilities which are serviceable to all persons," is the subject of an adult-education project being carried out jointly by the University of Chicago, and by Marshall Field and Company, a Chicago department store. The undertaking, which includes an exhibit of toys at the store and a lecture and consultation service by the University, is described in The Wise Use of Toys, by Ethel Kawin (University of Chicago Press. 111 pages. Price, $1.) Miss Kawin, the psychologist who supervised the preparation of the first exhibit and gave the lectures in connection with it, grouped the toys primarily on the basis of their use or function. Her book, rewritten from stenographic notes of her lectures, emphasizes this classification. The toys were arranged in nine groups: for the infant before he can walk; for the development of strength and skill; for constructive and creative play; for dramatic and imitative play; for social development; for artistic development; for the stimulation of knowledge and aid in school activities; for nourishing an interest in science and mechanics; for hobbies and special interests. The various chapters of the book explain how toys and play materials, wisely chosen, contribute to these purposes, and how they may give children a "well-balanced recreational diet."

The response of parents and teachers indicated that the 1933 exhibit met a real need. It was therefore agreed by the university and the store to continue the cooperation, with a smaller exhibit each month, emphasizing toys suitable to the season. The large exhibit was repeated in October.

Drought in the Schools

PRELIMINARY reports on the public-school situation in the drought-stricken states are brought together in a recent bulletin by the Research Division of the National Education Association (1201 Sixteenth Street N. W., Washington.) Replies to an inquiry sent out by the Division to the 25 states included by the US Department of Agriculture in the emergency and secondary drought areas were received from 15 states. These replies are the basis of the report. In four states—Texas, Arkansas, South Dakota, Michigan—the replies indicate that only federal aid will make it possible to open all schools this winter. The situation is most serious in Arkansas, where 127 districts are without funds of any kind. Shortened school terms are definitely mentioned in reports from 12 states. Texas anticipates shortened terms in 1200 to 1400 districts; half

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the Utah districts will be unable to provide "a normal term"; Oklahoma anticipates two to four weeks shorter terms than last year in 2000 districts; in Michigan about 25 percent of the schools will have abbreviated terms. "Several states anticipate rather serious delays and irregularities" in payments to teachers.

As far as the amounts of the salaries fixed for teachers are concerned the states generally report little or no further downward tendency. The statement from Nebraska is probably typical: "There has been little change in teachers' salaries. They were so low already that there was little chance of any further reductions."

Libraries Under FERA

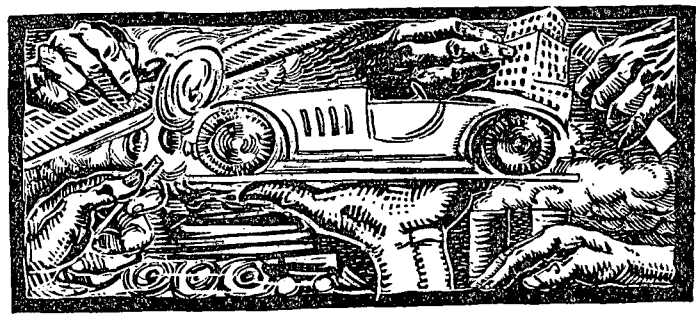
LIBRARY projects which under FERA regulations improve library service to the community while helping "provide relief work for those in need" are suggested and described in a new bulletin of the American Library Association (520 North Michigan Avenue, Chicago.) The Council of the ALA specifically suggests that workers be used in libraries as: surveyors of library facilities and needs; district or neighborhood representatives of libraries, making new contacts and extending library service; assistants within the library to prepare book lists and indexes, collect and arrange pamphlets, and so on; advisers and leaders of discussion and study groups; statistical workers. Among the interesting projects described in the bulletin is that of individual reading-courses prepared last winter by the Oregon State Library for 1470 students throughout the state. The students were principally young people unable to attend college because of the depression. The courses were made up on the basis of individual taste and need, the books reserved for the students and mailed to them at regular intervals. Similar service has been inaugurated in Illinois and Pennsylvania. The bulletin was prepared by Julia Wright Merrill, Grace W. Estes, John Chancellor and Carl H. Milam.

JAMES M. SHIELDS, North Carolina elementary-school principal whose summary dismissal is being widely protested, has written his own story of the case in the current issue of The Monthly Review (see The Survey, September 1934, page 293.)

FEWER than 10 percent of Negroes of highschool age in 15 southern states are enrolled in public highschools, according to facts gathered in the national survey of secondary education. In the same states, four times as many white students of highschool age are enrolled. A monograph on Secondary Education for Negroes by Ambrose Caliver, summarizing this section of the survey, may be obtained through the US Office of Education, Washington.

THE Des Moines Public Forums, one of the most elaborate adult-education projects in the country, begin their third season with an increase in number of meetings planned and in leaders. The forums are under the control of the board of directors of the city's public schools. Five series, each meeting fortnightly, will be held during the first eight-weeks period with the general themes: You and Your Schools; Current Problems in the American Labor Movement; This Bewildered World; National Problems, Social and Economic; Critics and Criticisms of the New Deal. Weekly city-wide forums, with addresses by visiting lecturers and open discussion periods will also be held (see The Survey, November 1933, page 387.)

OBSERVANCE of the tercentenary of secondary education in this country is being organized by a Celebration Committee, Room 1306, 155 East 44 Street, New York. The committee announces as the objectives of the celebration, "to present to the public the aims and works of secondary education; to emphasize the necessity of public secondary education to a free democracy; to acquaint the public with advanced developments in secondary instruction; to improve the chances for every boy and girl to benefit from the full potentialities of the secondary schools." The committee offers suggestions for community celebration programs, and for school projects developed around the tercentenary.



INDUSTRY

Workers' Education

GOALS and methods of workers' education are briefly and interestingly set forth in a pamphlet which seeks to "interpret to the new group of educators interested in workers' education" the essentials of the movement (Education and the Worker-Student, by Jean Carter and Hilda W. Smith. Affiliated Schools for Workers, Inc., 302 East 35 Street, New York. Price, 25 cents.) The authors state, "The purpose of such education is to inform the workers as to their own industrial problems, in order that they may take an active part in the solution of these problems through the labor movement." Workers' classes, it is here submitted, "should offer what the students want." Experience in workers' schools and requests from labor groups indicate that the curriculum should include opportunity for:

> the discussion of current social and economic problems as a basis for intelligent action; the building up of a background for these problems through material from the fields of economics, history, philosophy, ethics, literature, social psychology and science; greater proficiency in the use of English; . . . an appreciation of a richer life through the creative arts; instruction in basic principles of mental and physical health with special attention to workers' problems.

In discussing the organization of workers' classes, and teaching methods and materials, the need for a practical and realistic approach is stressed. The writers emphasize the difficulty in finding suitable teaching material, with adult ideas expressed in simple language by writers who have "the workers' point of view in mind."

The current issue of the Journal of Adult Education has a workers' education supplement, edited by Mollie Ray Carroll and Spencer Miller, Jr., which discusses the new and enlarged program of workers' education made possible by FERA funds, and suggests "ways in which this program fits into the larger framework of adult education."

Preventing Accidents

PHYSICAL education for workers and training for the jobs they are to perform were recommended as methods of decreasing industrial injuries and reducing workmen's compensation costs by James L. Gernon, director of the division of inspection, New York State Department of Labor, in a paper read at the joint session of the International Association of Governmental Labor Officials and the International Association of Industrial Accident Boards and Commissions in Boston last month. Mr. Gernon submitted an analysis of compensated accident cases closed in New York in 1933 showing that most industrial accidents are not caused directly by machines. More than 69 percent of these cases and nearly 60 percent of the total cost of compensation paid resulted from four causes: handling objects and tools, falls of workers, falling objects, slipping on or striking objects. Mr. Gernon commented:

> If we consider the four groups . . . we find that they include industrial tasks and occupations which are difficult or impossible to safeguard. The employes must be taught the proper methods of performing the work. This instruction should include not only the tasks the operator is engaged to do but also the proper use of the human body. Many injuries in these four groups are the result of the em-

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ployе's inability to coordinate his body movements so as to accomplish his work with safety.

Mr. Gernon cited the 16,227 cases due to "falls of workers." Of these, 7538 were falls from different levels, but 8689 (over 53 percent) were falls on a level surface. Mr. Gernon advocated stricter labor laws and enforcement, pointing out that prevention of industrial accidents is as important as administering workmen's compensation, and less costly to the state, to employers and to workers.

The Human Factor

SELFISH and short-sighted labor policy rather than the fault of the master or other officers of the Ward Liner, Morro Castle, is cited by the Seamen's Journal, published by the International Seamen's Union, as the cause of the disaster in which 127 lives were lost. Pointing out that the luxury liner was "the last word in mechanical modernity," the Journal states that the Ward Line pays Able Seamen's wages from 25 to 50 percent below the levels paid on other ships sailing out of New York harbor. The result was "a cheap crew" which included "no union seamen." The Journal comments:

The value and even the necessity of automatic fire-fighting apparatus and proper life-saving equipment is not to be gainsaid; but it should be understood that such equipment is at best only an aid to seamanship, that it can never be regarded as a substitute for the latter. . . . Accidents will happen on the best regulated steamers. As a means of minimizing the results of accident there is but one certain measure, i.e., the employment of competent seamen.

The Journal quotes from the report of the local inspectors of steam vessels at New York, on their inquiry into the General Slocum disaster:

If the General Slocum had been supplied with double the quantity of life-saving equipment on board that she did have, with a crew as incompetent as the crew of the steamer proved to be, not a single life more would have been saved than was saved.

Labor Information

THE Labor Information Bulletin, a publication of the newly organized Labor Information Service of the US Bureau of Labor Statistics in its first issue offers material of wide interest to social workers as well as to wage earners. In a foreword the Secretary of Labor states as the purpose of the bulletin: "to summarize briefly general labor and economic facts of interest to all workers." The first number offers brief and timely reports on a score of topics, including the President's economic security program, the National Labor Relations Board, the recent study of earnings and standard of living of railway employes during the depression, employer-employe relationships, recent trends in employment, payrolls and prices, current studies and reports by the department of labor. A back-cover chart shows the organization of the department of labor. The bulletin will be issued monthly.

Workers Without a Code

WAGES and hours of household employes, a major occupational grouping for women which comes under no code, have been the subject of a recent study by the US Women's Bureau. Seeking to determine what constitutes a "fair week's work and a fair week's wage" in this unorganized occupation, the Bureau sent a questionnaire on standards to 217 placement agencies. A bulletin summarizing the replies (Bulletin of the Women's Bureau No. 112, Superintendent of Documents, Washington, Price 20 cents) states that only fifteen agencies in ten states had standards for placing women over twenty-one years of age; nineteen agencies in ten states reported standards for younger workers. The minimum wage, included in most of the standards, ranged from $13 to $40 a month, usually with board and room furnished the worker. For full-time adult workers, a definite limit to the hours of work expected is set in only two sets of standards. Some agencies considered the use of any standards impossible. Others emphasized the need of legal regulation for this as for other employment. The modest minimum standards proposed by the National Committee on Employer-Employe Relationships in the Home in 1931 were regarded by these placement agencies as "excellent" or "ideal" but impractical (see The Survey, January 15, 1931. Page 317.)

Wages for Home-Work

WOMEN and children who as home workers "card" hooks and eyes, snap fasteners and safety pins, and attach strings or wires to metal tags earn meager wages and would prefer factory jobs, according to a recent report on the fabricated metal industry by the Connecticut Department of Labor. The study covered nine Connecticut factories which give out such work, and is based on a home-work payroll for each plant for a 4-week period between April and August 1934. Of 438 workers appearing on the payrolls, 129 were interviewed in their homes. Payroll records showed that the median earnings for the period were $6.92 (half more, half less.) Only 30 percent of the families received as much as $12 for the four-weeks work. Of the 129 families visited, not one could support itself on home work. Nearly 50 percent were receiving public aid. Only 37 percent were self-supporting, and all of these had other employment. The chief reasons given by 6 of the 9 concerns for giving out homework was to provide some income for persons unable to work inside a factory. Helen Wood, deputy commissioner, comments in her report of the inquiry:

It was found that 70 percent of the home-work families visited had at least one unemployed member who could work inside a shop if home-work operations were performed there. In a larger number of cases home workers volunteered the information that they hoped the work would be taken inside the factory.

EMPLOYMENT and Earnings of Heads of Families in Denver summarizes the findings of a CWA study project carried out under the direction of Prof. F. L. Carmichael of the University of Denver. The report gives a detailed picture of employment and wages in one community.

A STUDY course containing "the best compiled information available" on the child-labor amendment and on the history of child labor is offered by the National Child Labor Committee (419 Fourth Avenue, New York.) The course is so arranged that a study group can cover it in four sessions of one-half to one hour each. Price, 5 cents plus postage.

BRITAIN'S new Unemployment Act, which became law in June 1934 is clearly summarized in a booklet, The New Unemployment Act, by Ronald C. Davison (Longmans Green. Price 25 cents.) The pamphlet outlines Great Britain's revised system for aid to the unemployed, including insurance benefit, unemployment assistance, training and voluntary occupation.

THE International Industrial Relations Institute is organizing a regional conference to be held at the Russell Sage Foundation, New York, November 23 to 26 on the theme, What kind of economic planning can end unemployment, establish security and raise standards of living in proportion to productive capacity? The meeting will continue discussions begun at the last IRI Congress in Amsterdam in August 1931.

FIRST Aid for all of us is offered by the National Emergency Council, Washington, which issues a loose-leaf manual of Emergency Recovery Agencies and Facilities. Here, in buckram covers, are dates and authorization, membership, headquarters, purpose and functions of all the alphabetical groups, with charts to show relationships and a complete index. Daily sheets record changes and additions.

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

TERA Relief Study

THE State Temporary Emergency Relief Administration of *New York* recently completed a study of home-relief standards and practices in the various welfare districts outside of New York City. The main divisions of the study were: method of handling applicants for relief; investigations of eligibility and relief needs; use of confidential exchange; policy and practice in providing shelter; payments for fuel and light; method of determining the family budget and relation of the budget to the relief given; methods of supplying clothing; and assignments, caseloads and adequacy of social-service staff.

Findings of the sections so far released, were:

Method of handling applications. TERA rules require that "every public-welfare official should be provided with sufficient office-space to insure privacy in interviewing, and satisfactory waiting-room facilities with proper heating, lighting and ventilation." The study disclosed a "very notable improvement" in these facilities over the past two and a half years, but showed that there still was need for "radical changes" in many districts. In only two thirds of the districts were the facilities considered adequate.

Except in the larger cities there were comparatively few offices where new applicants were interviewed by trained workers, although in a number of places the intake workers were reported to be well fitted for their work despite their lack of previous social-service experience. Sixteen cities and thirteen towns (about one third of the group studied) still permit first applicants to be interviewed by clerks who have no special qualifications for this service.

Investigation of eligibility and need for relief. Home visits were found to be routine in practically all districts. In all but a few of the offices it was common practice to clear all cases with the banks and in about four out of five districts, with Postal Savings as well. Life-insurance adjustments were generally attempted. Investigations were given a "thorough" rating in two thirds of the districts studied.

Central Index or Confidential Exchange. Thirty-seven of the 57 upstate counties and 54 of the 58 incorporated cities have "more or less adequate" clearance systems available for their use.

Promptness of relief. Reports secured from 41 cities showed that about 18 percent of new applicants were visited in their homes on the day of application; 18 percent on the following day; 18 percent on the second and third day; and an additional 29 percent before the first week had expired. In 11 percent of the cases there was an interval of from one to two weeks between application and home visit, and in 5 percent, more than two weeks. In 12 of the 41 cities home visits were made to 95 percent or more of the applicants less than a week after they asked for aid.

In thirty cities from which adequate data were secured, 28 percent of the new applicants received a relief order on the day aid was requested; 8 percent on the following day; 17 percent on the second or third day; and an additional 23 percent within a week. Fifteen percent of the families did not receive a relief order until one or two weeks had elapsed, and 9 percent waited more than two weeks.

Relief funds for shelter. In December 1933 the TERA advised all local relief officials that "provision of shelter in the form of rent or payment for taxes and interest in lieu of rent is a necessary part of the relief allowance to recipients of home relief." The report indicates considerable improvement in the situation since that date. At the time of the study it was found that "some rent payments" were made in practically all districts, although in a number of offices rent needs still appeared to be met only as an emergency. About 30 percent of the home-relief families received aid with their rent during the month covered by the study, in an average of $13.84 each.

Fuel and light. According to the reports on the 58 cities, 21 made adequate provision of fuel; 35 furnished it "when the need is imperative"; and 2 supplied it quite inadequately.

Light bills were paid regularly in only a few cities. If families on home relief had any earnings it was the custom to let them take care of their own light bills. Kerosene was frequently allowed as a substitute for electric current.

Clothing. Increasingly, local welfare officials have made provision for supplying all types of clothing, but the survey showed that the needs have by no means been met adequately. Forty-six of the 58 cities operated clothing bureaus. Thirty of them were reported to be making proper provision for clothing but "it is probable that the reports on many of the cities are too optimistic." About half of the cities and a smaller proportion of the towns were able to meet the needs of individual clients by purchasing new garments and shoes, as well as making clothing from new material and collecting and remaking old garments. In fully one fourth of the districts, new garments were bought "seldom" or "only in extreme need." The report gives emphasis to the fact that "fortunately there are few districts where the burden of meeting clothing needs has not been materially lightened by the generosity and assistance of private agencies or individuals."

Additional findings of the study will be reported when released.

FERA Rulings

RECENT rulings of the FERA indicate a growing conservatism in relief policies. The current tack of the Administration is in the direction of restored business confidence through greater reliance on "orthodox" measures of government, and FERA is being carried along by this movement.

Production-for-Use continues to be played down from Washington, in response to the wide-spread protests received from alarmed manufacturers. In late September, notice went out to the states that the program for making two million mattresses was to end upon the completion of half that number. Several weeks later, states were told to use their own judgment about continuing the project beyond the middle of October, regardless of the production achieved up to that date.

State financing of a greater part of the relief burden was again stimulated when, on September 28, Administrator Hopkins informed fourteen states that they had been derelict in their duty and that further federal aid depended upon their immediate action in throwing some money into the relief pot. Both Mr. Hopkins and the President bluntly told the country, through the medium of the Chest Mobilization conference at Washington, that the old rule of primary local responsibility still held good, and that the Government was in the relief picture only temporarily and in a supplementary capacity.

Professional Work projects lost much of their "preferred" status in October by a ruling that henceforth no special funds would be earmarked for them, thus giving to the states the authority to determine how extensively they would develop "white-collar" activities.

Denial of relief to able-bodied men where jobs are available occurred in several southern states, causing the FERA to rule that such procedure was justifiable and approved. Mr. Hopkins said:

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My attention has been called to allegations that in some states, particularly in those growing tobacco and cotton, farmers are having difficulty in obtaining sufficient labor to harvest their crops. It is stated that in some of these states there are many able-bodied men on the relief rolls receiving the small budgetary allowance for direct relief or work relief, when jobs are available to harvest crops.

Relief administrators of some states in which there is a high peak of seasonal employment, such as the harvesting of tobacco and cotton, have completely discontinued both direct and work relief to able-bodied persons in those areas in which seasonal labor is in demand, and are requiring new and conclusive proof of inability to get a job before resuming aid.

The FERA not only approves this procedure, but insists upon its being followed by those states in which conditions of seasonal employment warrant such action.

Fuel will not be provided this winter through a nation-wide plan, but is to be made a local responsibility to be met from such federal, state and local funds as are designated for general relief purposes.

Unemployables are being removed from unemployment-relief rolls in a number of states on the theory that they are legal charges on local government and should not be supported by federal funds. Where removal has been pushed ahead of the marshaling of local resources to receive them, critical situations have threatened.

In so far as the relief program is supplementing underpaid work, the menace to conditions of labor is unmistakable. When it supplements earnings which, while fair for the work done, are themselves only supplementary to the total family budget, the case is quite different. There has probably never been a time when relief families, as a whole, did not show a large proportion where *some* income was coming in, even when the normal breadwinner was completely unemployed.

In order to know what these figures really mean, we need therefore to know how many of the employed members are young workers living at home, how many are wives not usually at work, and how many are male heads of families working short time or for excessively low rates of pay.

Minnesota SERA Reorganizes

DURING the past summer, the arrangement has been abrogated under which the Children's Bureau of the *Minnesota* State Board of Control has acted for the SERA in the local administration of emergency-relief funds. Under the new set-up, the SERA has its own board and staff in each county, while the Child Welfare Board maintains its parallel system of county boards. Tie-up between the two organizations comes about through the joint appointment by the SERA and the state board of the same social worker to act as divisional supervisors of relief and of child welfare, their salaries being divided between the two state agencies.

SERA officials maintain that the new arrangement is not a step away from a permanent public-welfare set-up in Minnesota; but rather a closer approximation to it.

Work Relief in Two States

THE *Illinois* ERC reports that in a recent month 50 percent of all its work-relief families received small supplementary grants of direct relief "to complete their budgets." Supplementation is the practice in this state "since it is not practicable to extend the period of employment by the quarter-day or half-day which might be required if the wages paid were exactly to equal the amount of the budget." Some items, such as clothing and medical care, are provided directly in order to save money for the clients.

The budgets approved for families on work relief are somewhat larger than for those on direct relief. Reasons: work-relief families are obliged to buy at retail and require greater quantities of food and clothing and more frequent allowances for rents and transportation. Work-relief wages have averaged $32 per month plus appreciable amounts of direct relief. Wages are paid entirely in cash.

Material costs have been met almost exclusively by the local political subdivisions which benefit from the projects. Localities have been putting up about one dollar for materials and supervision to each four dollars received from the ERC for relief wages.

The *Utah* ERA, in a report covering May, June and July operations, discloses the fact that 39 percent of its families were on work relief, requiring 47 percent of the relief funds to maintain them on this basis. The 61 percent who were on direct relief required only 37 percent of the relief funds. The remaining 16 percent of the funds were for "non-relief and administrative costs" which include social service, operation, and supervision and materials for work relief. The report does not state the extent to which localities participated in providing materials.

Troubled Waters

OTHER disturbances in the *California* relief situation have accompanied and followed the indictment of the FERA field representative and the state ER Administrator (see October Survey Midmonthly, page 319.)

Newspaper accounts of the confusing developments in September yield the following:

The State Employment Service in *San Francisco* took a running-jump into the mess with an attack on the alleged SERA policy of importing "foreign" personnel into the state. Aleta Brownlee, assistant state administrator, long a resident of Santa Barbara, was "branded" as having been born in Kansas; and an enterprising legislator introduced into the state Assembly a resolution requiring that all persons employed by state or county relief agencies must be residents of the county where employed. Alleged high salaries of administrative personnel came in for a lambasting; and Vernon D. Northrup, the acting state administrator, promised an immediate investigation.

An extremely technical quarrel between Northrup and the state comptroller over who should control disbursements and audits of funds resulted in a shake-up. The comptroller claimed a victory, but the staff and functions were transferred from Sacramento to Northrup's office in San Francisco.

A self-survey of *Los Angeles'* case load during the summer showed 59,000 eligible for relief as resident employable unemployed, and 18,000 "ineligible." Of the latter, 6000 were found unemployable, but eligible for general relief from the county, 3900 could not be located or refused information, about 100 lacked residence qualification, and 8000 were found to have "chiselled" relief to which they were not entitled.

The *San Francisco* Citizens' ERC claimed a discrepancy between its own records and those of the SERA, but later decided it had been mistaken. With the appointment of a new local relief director in San Francisco, a division of the caseload into "employable" and "unemployable," similar to Los Angeles', was instituted, relief for the former class to be paid from federal-state funds, while local tax funds are to bear the entire burden of the "unemployables."

Effective September 28, the number of relief districts in the state was reduced from ten to six, with further reorganizations intended to effect administration economies and further decentralize control.

Wyoming Blazes Trail

REGULATIONS governing the provision and administration of dormitory service for destitute highschool students in drought areas in *Wyoming* were issued by the FERA in September. The boys and girls who will benefit will be selected from rural families on the drought-relief or rural-rehabilitation rolls, and will be maintained in the communities where the highschools are located. These communities will be expected to provide buildings, kitchen equipment, and fuel while the relief administration will furnish or advance materials and work-relief labor for reconditioning the buildings, work-relief supervision, some furniture, and necessary food. The students will be expected to supply their own clothing, bedding, toilet articles and table utensils, and will be required to participate in the tasks of maintaining and operating the institution.

The total cost per student will be charged to his family, to be re-

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paid in work-relief labor or in goods acceptable to the ERA, as required by the rural-rehabilitation program.

It is anticipated that costs will be low as they will include only the items of new furniture and such foodstuffs as must be purchased for cash. Labor for reconditioning and maintenance will be drawn from the work-relief rolls, and will not be charged to the project. "Surplus" foodstuffs will be used to a large extent, under authority recently granted by the FSRC to draw upon its supplies in connection with the general student-aid program.

North Dakota was reported in September to be planning a similar program.

Employed But on Relief

IN a recent speech before the Mobilization Conference, A. J. Altmeyer of the US Department of Labor stated that 22 percent of *families* now on relief had one or more members employed at non-relief work the earnings from which are not sufficient to maintain the family. Taking as a base the number of persons in these families (including children and unemployable) 13 percent are found to have some gainful employment.

At first sight this seems like a gigantic subsidization of employment costs by the US government. A little reflection will, however, bring to mind that a large proportion of these earners in relief families are boy and girl workers, who at no time can have been responsible for the entire support of their families; and that others are the mothers and housewives, hitherto working only at home, who under the spur of distress have obtained intermittent day's work in other people's homes.

Rent in Pittsburgh

PITTSBURGH has been wrestling for several months with the rent problem. In July the Allegheny County ERB announced that beginning in August it would approve shelter allowances based upon the following formula: monthly payments to the landlord or his agent in an amount equal to (a) one twelfth of the annual taxes plus (b) one twelfth of 1 percent of the assessed value of the property occupied by the family on relief. In October this formula was revised and simplified. Henceforth the monthly payment is to be equal to one twelfth of one and a half times the current annual taxes.

The Pittsburgh Housing Association, active in the establishment of this relief reform, points out to the ERB that if the plan is properly administered "houses unfit for use should be promptly vacated, and only dwellings that meet minimum requirements of health, sanitation and safety should be used for housing relief families."

With $250,000 allocated by the ERB for rent payments in October, Pittsburgh property owners are reported to be dissatisfied with the scope of the plan. They maintain that it would take several times that amount to give them real relief from the burdens they are carrying. At a conference with relief officials, landlord representatives asserted that $25 million had been lost to property owners in defaulted rents over the past three years.

From Commissaries to Cash

YIELDING to pressure of public opinion the community markets established in January 1933 by the *Pennsylvania* SERB as an "experimental procedure" in food distribution are passing out of existence. At one time there were seventeen of them scattered over the state. Only one remains.

In its swing away from "in kind" methods, this state has found the relief-order system "cumbersome and a positive obstacle in the way of thrifty home management," so it is embarking upon a trial period of cash relief in its largest subdivision, *Philadelphia*. About 75,000 families will be put on the new basis this month.

The granting of separate orders for food, milk, clothing, shoes and other commodities will be discontinued and a single check issued to cover these necessities. Medical relief will continue to be granted through relief orders. Under the new arrangement, the relief family will have added as a partial allowance to its budget the items of shelter, light and incidentals which were not included under the former system of relief in kind.

The inclusion of a partial allowance for shelter, approximately one and one half the taxes, parallels the action taken in Pittsburgh reported elsewhere in this department. The new system will be closely related to the present budgetary deficiency method of determining eligibility for work relief. Cash grants, however, will be less for direct relief than for work relief.

SERA Puts Up Own Building

THE *New Mexico* Relief Bulletin brings a remarkable story of cooperation between the state ERA, the city authorities of Santa Fe, a local service club, private property owners, the state Highway Department and the state Planning Board, all to the end of erecting a building to house the many activities of the SERA. Decision was reached during the last week in September to undertake the project; by October 3 the participation of these persons and agencies had been secured, a site purchased near the state capitol, and ground broken for the new building which is to be put up with work-relief labor. It is expected that before the end of this year, the New Mexico SERA will be snugly housed under its own roof-tree.

Beautification and Recreation

THE Florida ERA has created a Division of Beautification within its work-relief organization. Aim—"to enhance Florida's national reputation as 'The Land of Flowers and Sunshine' and 'The Playground of America.'" Its program is to abolish unsightly signs, to secure condemnation of disreputable structures, to beautify public property and to recondition historical spots.

To encourage the more profitable use of leisure time, the Florida ERA is also promoting a permanent system of recreational activities. A recreation section has been created, with representatives in each district and local unit. No standardized program has been prepared, but a wide variety of activities is urged, to the end that recreation "may become a permanent item of public policy after the ERA has ceased to exist." A bill passed in the Legislature of 1925 provides for county or municipal appropriations for this purpose, at local option; and it is hoped that a demonstration can be put on which will move many communities to take advantage of this opportunity.

Illinois Decentralizing

SWAMPED by an over centralized accounting burden, the *Illinois* ERC inaugurated a new system in October whereby local accounting and disbursing offices are to be set up in each county receiving FERA assistance. These offices will be authorized to meet work-relief payrolls and to pay such bills as are proper charges against federal funds, thus reducing the congestion of vouchers in the state office. State funds will continue to be disbursed through the old channels. It is anticipated that in addition to saving time and effort, the new system will result in improved public relations all along the line through the elimination of patience-exhausting delays and misunderstandings.

Legal Settlement Study

THE Division of Research and Statistics of the FERA has prepared a series of bulletins covering the statutory requirements for legal settlement in the several states. It proposes to issue later a a second series covering the actual practice of relief agencies in dealing with problems of residence in their various communities. In addition to quoting verbatim from the statutes bearing on the subject, the authors of the bulletins have inserted terse summarizations and observations which enable the reader to grasp the essential points more quickly.

The bulletins should prove to be of great value in the immediate future, when legislators and public-welfare leaders will be in frequent conference on proposed revision of the poor laws.

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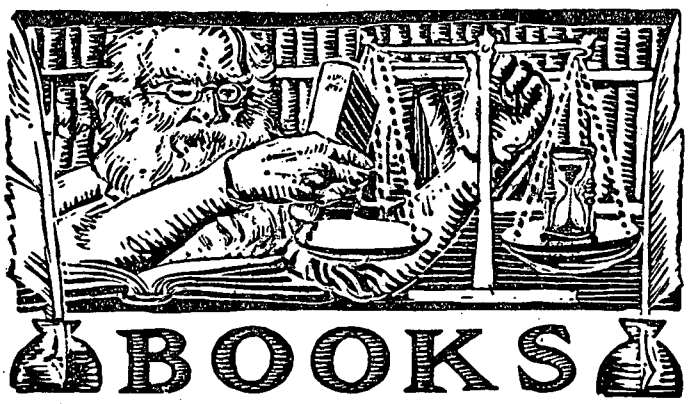

Pareto vs. The Paretians

AN INTRODUCTION TO PARETO: HIS SOCIOLOGY, *by George C. Homans and Charles P. Curtis, Jr. Knopf. 299 pp. Price $2.50 postpaid of The Survey.*

THE name of Vilfredo Pareto (1848–1923) is in the air. Why should American scholars suddenly become interested in this Italian sociologist a decade after his death? The answer, presumably, is: Pareto must satisfy some sense of need among American scholars. And what is this need? I suspect that it is the need to understand the nature of the world in which they live, to supplement their older specialization with a frame of reference which will give their fractional scholarship some meaning. Jeremy Bentham performed a similar service in the early nineteenth century; he furnished a neat and satisfying formula of logic for the new class of merchants, industrialists, and enterprisers who were about to dominate the new society. He died in 1832, the year of the passage of the Reform Act which granted political suffrage to the new capitalists and thereby elevated them to respectability. Bentham has been historically thanked for his service by being called "the father of laissez-faire." William James played a similar role on behalf of the expansionists of our country; he supplied them with a rational justification for doing anything that seemed to be efficient in terms of an immediate goal. And now, Pareto is called "the Karl Marx of Fascism," that is, the authentic scholar who may be used both logically and scientifically to explain and justify this movement in western civilization. It's a pity—in all three cases. Bentham was a great thinker, as we are slowly beginning to discover, and no mere apologist for capitalism. It is a shallow conception of pragmatism which makes William James the philosophical support for greedy acquisitiveness and crass competitiveness. And Pareto deserves a better place in the history of thought than can be furnished for him by apologists for Fascism. The volume by Homans and Curtis is, then, timely. Intellectual Fascists are sorely in need of a supporting philosophy and a respectable prophet. Pareto should not be thus appropriated, at least not all of him.

My interest in Pareto began in Italy in 1925 when the Italian intellectuals were searching about for satisfactory rationalizations to be used in explaining their conduct to other intellectuals. It was his economics and not his sociology which was then in vogue, and in many respects this seems to me to be still the best approach to his system of thought. Homans and Curtis have begun with an interpretation of his massive, four-volume Trattato di Sociologia Generale. To utilize a term which they have coined, they should be called Paretians. Their attitude toward their readers is a bit contemptuous. They seem to be saying, "We have been students in Professor Henderson's Harvard Seminar; we know about Pareto and we feel obliged to tell you; but, of course, you'll not understand." This pervasive tone, plus the tendency to use quotations in foreign languages when others would suit equally well, and the flippant bits of inserted humor make this an annoying book. I fear that it will not lead many toward serious study of Pareto, but I hope I am wrong because Pareto, although vastly over-rated by these enthusiasts, deserves earnest attention.

What renders Pareto important is not especially his method nor his conclusions but his major hypothesis. Beginning with the assumption that sociology may become a true science, and that its methodology must be as rigorous as that of the older and more accurate sciences, Pareto nevertheless does not commit the error of believing that social phenomena may be studied as though they represented simple objectivity. He begins by insisting that there are two forms of human behavior, one experimental and the other non-experimental. Non-experimental behavior is also non-logical and derives from the sentiments and feelings. Since non-logical behavior is always predominant and therefore has the greater societal influence, sociology should turn its attention especially in its direction. Using Pareto's words,

> It is feeling which drives one to action, which gives life to the moral precepts, to devotion, to religion, in all their very complex and varied forms. It is through the aspiration towards the ideal that societies subsist and progress.

By the inclusion of the so-called subjective elements in behavior Pareto hoped to bring "the social sciences closer to reality." In the next place, Pareto escapes the trap into which so many naive social-research students fall, namely that of assuming a simplified formula of cause and effect. He suggests that social phenomena present a complex of factors which can only be viewed as mutual variables. On the basis of this general hypothesis Pareto proceeds to formulate a schematic conception of behavior which is no longer novel. Our present authors, unhappily, carry along Pareto's awkward language when they might have made the entire conception much clearer by employing terms already in common usage among American social scientists.

Pareto's major categories are four: Experimental and non-experimental actions; Derivatives, or what men say about actions; Residues, or sentiments which correspond to the actions; Derivations, or explanations of actions. Categories 2, 3, and 4 are subordinates of non-experimental actions. Those who read this volume will discover that the body of the work is composed of elaborations of this scheme. The scheme itself is fairly obvious once its key is recognized.

THUS far, there appears to be no good reason for excitement over Pareto. He emerges as a conscientious European scholar who derived great satisfaction from the elaboration of complicated conceptual schemes consisting of categories utilized in non-etymological fashion. But there is a significance in Pareto which transcends his scheme. He ultimately arrives at a description of society and it is at this point that he becomes a convenient antithesis for Marxists. Pareto does not conceive of society as arriving ultimately at a two-class basis. He demonstrates a theory which goes by the name of "the circulation of the élite," a theory which allows for equilibrium only when there is free movement of the masses into the upper realms of the élite. If Pareto's sociology possesses any dynamic elements, these must appear at this point. How, under the dispensation of the principle of the circulation of the élite is social planning to proceed? Pareto's answer is: by adhering to the rule of utility and equilibrium. All societies tend to return to a state of relative equilibrium following periods of instability caused by altered conditions. By an over-simplified logic, we then arrive at the conclusion that social utility is embodied in equilibrium. By what norms are such social utilities to be measured? Pareto does not tell us except by the introduction of the vague term "survival value."

The aim of science is to arrive at satisfactory and usable generalizations. The political, sociological, and economic generalizations which combined to furnish the past one hundred years with a workable frame of reference are no longer adequate. Our world is characterized by sociological chaos. Earnest men are, consequently, seeking for a new set of generalizations suitable for a reorganized society. If they could turn to the social sciences and there find an adequate body of authentic facts, that is, true social facts and not mere tabulations of obvious and dissociated entities, they might know how to formulate the newer generalizations. But, alas, such facts are not available, and hence, the social scientists are as helpless as the politicians in providing us with a satisfying intellectual back-

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ground. Homans and Curtis give assent to the above affirmation and then add, "with the one exception of the body of thought with which this book deals." But this reviewer finds nothing in Pareto to warrant such optimism. Others who seek in Pareto what his American enthusiasts promise will, I fear, be similarly disappointed, but I trust this experience will not serve to discount Pareto as a whole. "The great importance of the Sociologia Generale," say Homans and Curtis, "is that it presents a well-developed theory of the non-logical actions of men." With this statement one must agree, but its significance lies in the fact that it presents a new problem, not that it solves the current problem. How is this conception of the non-logical element in individual behavior and collective conduct to be utilized in fruitful research? If American students of the social sciences should begin at this point, they would find in Pareto a source of great encouragement.

New York School of Social Work — EDUARD C. LINDEMAN

All About Public-Health Nursing

SURVEY OF PUBLIC HEALTH NURSING, *by the National Organization for Public Health Nursing. The Commonwealth Fund. 262 pp. Price $2 postpaid of The Survey.*

IMAGINE a group of manufacturers making public review of their methods of production and merchandising with a view to a better product at less cost to the public, or an association of bankers or stock brokers quizzing each other's bond salesmen, cashiers, and boards of management with the intent of raising the income or increasing the security of depositors and investors while refining the methods of selection and training of their counting-room personnel! And yet why should not business management learn from the conduct of professions as the latter have copied technic and accounting practices from the men of the market place? Here we have an example of what a professional group can and will do if it adopts as its original and sustained philosophy, the idea and practice of public service at public expense through the application of responsibility, through organization for more content, better quality, larger quantity, less cost of performance.

Good intentions will not perpetually satisfy an increasingly critical and demanding public for the kind of contribution to contemporary social and personal health necessities which the public-health nurse is trained, willing and eager to provide. An inventory? Yes. Measurement of relative values? Certainly. Candor in recognizing inadequacy? Quite refreshingly so. Locating the cause of unsuccess? Avoiding alibis? Accepting an obvious conclusion that only by better training will better service evolve? Yes! These and a long list of other questions and their definite answers are in the 250 pages of this book by, for and of public-health nurses.

The Commonwealth Fund played the part of the fairy godmother. A survey staff of high qualifications found the pot of golden facts by following evidence and not rainbows. The method of study was direct, and dealt with original sources and field observations in twenty-eight communities and among sixty-eight public-health-nursing agencies, little and big, good and not so good, official and private. The oldest special field of public-health nursing, health supervision of school children, appears to be the poorest in quality while the newest, prenatal care, the best in quality of the ten recognized subdivisions of field work as now commonly conducted. Learn why, by reading this excellent report whether you be physician of the family, health officer of the community, layman with a public interest or conscience, or one of the army of nurses who serves us all.

HAVEN EMERSON, M.D.

Making Dr. Patten Accessible

THE ECONOMICS OF SIMON NELSON PATTEN, *by James L. Boswell. Published by the author at the press of the John C. Winston Company. 156 pp. Price $2 postpaid of The Survey.*

THAT Dr. Patten, because of his absorption in things intellectual, "never formed many close attachments in life" and that he "played bridge some" are excusable blunders in the case of a writer who explains in a footnote that he never knew him and is indebted to Patten's friends for his information. One can see what

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one or another of Dr. Patten's friends may have meant, treasuring perhaps his own "close attachments" to one whom he probably regarded as his best friend in life, as something unique, and failing to appreciate what an extraordinary number of men and women—students, social workers, athletes, bridge-players, economists and others—had precisely the same idea. Yes, he played bridge some, not by mechanical rules and conventions, but with exciting originality and with keen judgment, always getting his greatest pleasure from his subsequent discussion of leads and bids, his keen analysis of the game, often continued at breakfast the morning after, until he was convinced or had secured conviction in others.

Dr. Boswell has succeeded admirably in understanding and interpreting Dr. Patten's fundamental ideas. His contributions to economic theory, to social science and to practical statesmanship are subjected to a thorough and fruitful examination—such as would have delighted Dr. Patten himself. Those who did know him, and especially those who were his students or colleagues or who crossed weapons with him in written or verbal argument, will find cause for satisfaction that so much of Patten's special technique, his personal characteristics, the "logical harmony" of his teachings, for example, are discernible to one who has only his writings, and the recollections of others, from which to judge. This is a very useful book. It should help to interest thinkers in Patten's idea of a surplus economy to the end that, as the author suggests, the spot-light may be turned on many of our institutions. EDWARD T. DEVINE

New York City

Economic Processes

THE THEORY OF WAGES, *by Paul H. Douglas. Macmillan. 639 pp. Price $5 postpaid of The Survey.*

SEVEN years ago Professor Douglas, then at Amherst, enlisted the cooperation of Professor Cobb of the mathematics department, in a joint effort to apply an inductive test to the productivity theory of wages. No enterprise could have been more worth while. The theory, as it then stood, had an *a priori* character that left it vulnerable to the attacks of the realists, and existing attempts at verification had hardly scratched the surface. With the aid of additional co-workers, Professor Douglas has pushed forward the task then begun to about as complete a stage as the available materials permit. The result is a genuine and important addition to our actual knowledge of economic processes; and it is an added advantage that the particular methods adopted bring to light changes not only in labor productivity, but in that of capital also.

While the book is not one for the layman, it can be understood by any student equipped with elementary mathematical knowledge; and its results are of importance to everybody. The exposition starts with a careful, and critical, statement of the productivity theory; and although the assumptions of the inductive section are directly based on that theory, Professor Douglas does not hide the fact that some of those assumptions are quite unrealistic, while others are valid only for the kind of competitive capitalistic society idealized by John Bates Clark. The method followed experimentally is to compute from existing data changes in the productivity of manufacturing industry, and correlate these with incremental changes in the two factors labor and capital. Relative productivity changes thus derived are then compared with the ascertained changes in the shares of product going to these factors; and the final correlations are close enough to have a high degree of significance. This leads to a realistic examination of the factors bearing on the supply schedules of labor and of capital; and the tentative conclusions arrived at deserve the close attention of all who are concerned with economic planning.

It remains open—as Professor Douglas states at the outset—to anyone who chooses, to speculate on the course of a society based on different postulates from those of the present order. And—as he also states—the conformity of ascertained results to mathematical formulae does not amount to an ethical justification of those postulates. It must also be borne in mind that this work, like all productivity theory, is based on a study of incremental changes; and to that theory in all its forms, the words of Alfred Marshall still apply: "The part played by the net product at the margin of production in the modern doctrine of distribution is apt to be misunderstood. Many able writers have supposed that it represents the marginal use of a thing as governing the value of the whole. It is not so. Marginal uses do not govern value; because they, together with value, are themselves governed by those general relations of demand and supply." WILLIAM ORTON

Smith College

Poisons in Industry

INDUSTRIAL TOXICOLOGY, *by Alice Hamilton. Harpers. 352 pp. Price $3 postpaid of The Survey.*

INDUSTRIAL hygienists must be vigilant and alert to keep up with industrial practise and this is a vigilant volume. It does not take the place of the author's Industrial Poisons in the United States which, since its publication in 1925 has been the most authoritative general textbook on industrial toxicology in this country; it rather supplements and brings up to date the earlier work.

One of a series of medical monographs offered by Harper to the general practitioner, it admirably fulfills its function of acquainting him, in a small handy book, briefly but not too briefly, with those substances commonly employed in industrial processes today whose use entails possible danger to the health of the user. Its value lies in its comprehensive inclusion of the less well-known compounds which have come into increasing use in the last ten or fifteen years. The old standbys, lead, arsenic, mercury, carbon monoxide, and so on are not neglected but here also are a multitude of new names with their effects carefully culled from Dr. Hamilton's own experience and from an exhaustive study of contemporary literature, American and foreign.

The sections on the numerous and confusing coal-tar derivatives, chlorinated hydrocarbons and the constituents of the increasingly important cellulose coatings are especially valuable. In her introduction Dr. Hamilton outlines the measures which should be instituted by the management of a plant to prevent industrial poisoning and the part which the plant physician should play in proper selection of employes and in medical supervision of both employes and conditions of work. ADELAIDE ROSS SMITH, M.D.

New York State Labor Department

The Family as an Institution

THE FAMILY, ITS SOCIOLOGY AND SOCIAL PSYCHIATRY, *by Joseph Kirk Folsom. Wiley. 604 pp. Price $4 postpaid of The Survey.*

THE present year has seen the appearance of several worthwhile general books on the family. Among these first place clearly belongs to the volume by Professor Folsom. He has done an unusually successful job of welding together psychiatric and cultural approaches in his study of the family as an institution and as a matrix of personal relationships. A hint of the author's synthesis is given in his discussion of human "needs" as "relative to the cultural setting"; also in his use of the concept "subcultural," with implications of environmental influence apart from imitation and tradition, which is substituted for the older concept "instinctive," with implications of hereditary behavior patterns.

On the whole Professor Folsom deals quite directly and dispassionately with controversial issues. "Problems of the family" are to him, not deviations from the mores of his particular group, but cultural lags "the direction of whose readjustment has not yet been determined." In dealing with these he points out "the fallacy of remedy by 'removing the cause'," for every domestic condition and event is an integral part of a complex situation and process. Moreover, "there is no solution completely within the framework of our traditional mores. . . . Each 'solution,' when studied in detail, becomes in itself a problem."

Throughout the book are marks of the careful assembling and analysis of evidence. This appears in the author's critical evaluation of theories of "family evolution" and his treatment of the "process of social change" as it has involved the family in recent years. Some exception might be taken to his conclusions about "dysgenic repro-

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duction," but even here he is to be commended for the caution with which tentative conclusions are presented.

This is a book which deserves wide reading by students, social workers, and all persons with an intellectual interest in family life.

Washington University STUART A. QUEEN

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

A DIRECTORY OF ORGANIZATIONS IN THE FIELD OF PUBLIC ADMINISTRATION, *prepared by Public Administration Clearing House, published by Public Administration Service, 850 East 58 street, Chicago. 192 pp. Price $1.*

AN enlarged edition of a compilation first published in 1932. Lists and describes 500 national organizations concerned with the improvement of government and public administration, and some 1400 state, regional and Canadian associations.

THE HELP EACH OTHER CLUB: A One-Act Play, *by Booth Tarkington. Appleton-Century. 26 pp. Price 50 cents postpaid of The Survey.*

THOSE who heard this authentic small-boy dialogue at its radio presentation during the 1933 mobilization, for which it was especially prepared, will find that it reads even better than it listened. Directions for securing acting rights, which should be in demand from settlements and boys' clubs, are given under the rather ominous head of "Warning."

THE MOTHER'S ENCYCLOPEDIA, *compiled and edited by the editors of The Parent's Magazine. Reynal and Hitchcock. 907 pp. Price $3 postpaid of The Survey.*

THE index of this new one-volume edition runs from Abilities to Youthful Chivalry, and includes Ultra-violet Rays and Whooping Cough, as well as Egotism and Mother-Son Relationship. Articles on questions of health, habits, manners, recreation, family adjustment and many other aspects of the complex job of parenthood are taken from the files of the magazine.

PERSONNEL DEVELOPMENT AND GUIDANCE IN COLLEGE AND SECONDARY SCHOOL, *by Ruth Strang, Ph.D. Harper. 341 pp. $4.*

DR. Strang summarizes and evaluates the results of investigations relating to "personnel work" in highschools and colleges, in a large and detailed study primarily intended for teachers and vocational counselors. This first volume deals with administrative aspects and educational guidance. Three additional volumes are contemplated, covering individual counseling, control of the student's environment and supervision of group activities, vocational guidance.

AMERICAN CIVIC ANNUAL—VOL. V, *edited by Harlean James, American Civic Association, Inc. 275 pp. $3 to non-members, $2 to members.*

ANNUALLY an important addition to planning literature, this latest volume is, as were its predecessors, a condensed textbook on current planning. The 1934 model gives over half its pages to describing various federal planning agencies; but as usual, activities of regional, state and municipal agencies are also included. The membership list of the American Civic Federation, printed in the back of the book, constitutes as the authors state a veritable "Who's Who in civic achievement."

ORGANIZATION FOR SOCIAL WELFARE, *by George B. Mangold, Ph.D. Macmillan. 494 pp. $3.50.*

PROFESSOR Mangold, who holds the chair of sociology at the University of Southern California, believes that modern social work is "something more than a grown-up system of philanthropy" but that much of it "makes matters worse instead of better." That being said he proceeds to a careful analysis of the evolution of social work, public and private and its organization for general and specific services. Brought together that way it does look pretty complicated, but you can hardly blame the author for that. Undoubtedly useful for the currently popular "intensive course."

COMMUNICATIONS

Any Inquirers?

TO THE EDITOR: That fat church-mouse was a millionaire compared to me. I owe for my room and board. I need clothes. In fact I need everything. It's hard for me to get postage stamps even, and I haven't found the hideout of the elusive dollar. I have a temperamental portable typewriter and I get paper at the five-and-ten and try to write articles that the magazines will like as much as I do. But I must be partial to my own brain-children, or perhaps only a mother could love 'em. I'm sorry I cannot keep on taking The Survey and Survey Graphic. I have a shut-in who enjoys them too. Some day I'll take them again. D. E.
Washington

TO THE EDITOR: By nature an optimist I have clung to a hope of somehow saving from the ruins enough to pay the current year's subscription to Survey Graphic. But it proved a vain dream.
Wisconsin S. M.

TO THE EDITOR: It is with really poignant regret that I write to give up my subscription to Survey Graphic. . . . It has been a beloved companion for many years and I shall miss it greatly. I hope at some future time to be able to re-subscribe. P. N. A.
Pennsylvania

[It's tough business to remove names of readers like these from our mailing list. We always wish that The Survey could afford the privilege of indefinite postponement. Among our readers are there any who would like to continue "a beloved companion" for another year to these three, and the likes of them? The Survey will make available at this time and for this purpose the special gift rate which is ordinarily available only at Christmas time. Any inquirers?
The Editors]

Swing High, Swing Low

TO THE EDITOR: This letter is inspired by recent attempts by some of our best social workers to minimize the aid of mental hygiene in the treatment of our unemployment problem. One such, writing in Pennsylvania Social Work, Vol. 1, No. 1, refers to Mental Hygiene as a palliative and asks instead for "a sound and comprehensive program," and so on.

Now, hooray, say I, for the "comprehensive program," but what I want to ask is, in another four years will we be labeling it a panacea and starting another pendulum swing back to some other palliative? Or is it altogether impossible for us to hold as many as two ideas in mind at the same time?

Back and forth we swing. Shall we be selfish or cooperate? Shall we take or give? Shall we be thrifty or generous? Shall we be governed by self-preservation or race-preservation? Shall we offer security for all or encourage self-reliance? Shall we treat people individually or en masse? Are differences more important than similarities, heredity than environment? Only a Darrow can advocate both competition and socialization at the same time, at which a Walter Lippmann will express concern because of the contradiction (see William Hard's article in July Survey Graphic.)

The fact is that human values are always bi-polar.

While we applied our onesided mental-hygiene program to the unemployed, industrialists listened in and were pleased. And now that we are demanding security for all from the industrialists, you may be sure that many of the unemployed are listening in and getting ready to sit back for a long rest.

Why not both?

Easton, Pa. MERLIN M. PAINE

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GOSSIP: of People and Things

A New School of Social Work

THE Catholic University of America, Washington, D. C., opened this fall, a new school of social work, offering the degrees of Master of Science in Social Work and Doctor of Philosophy in Social Science. The organization of the school, its fundamental purpose to provide trained leadership in Catholic social work in the United States, came as a result of a request to the University by diocesan directors of Catholic charities, a committee of whom, under the chairmanship of Msgr. Robert F. Keegan of New York, collaborated with the Rector in plans and program. Says the announcement, "In the past many of our best leaders have been trained in the school of practical experience. The necessity for formal training is now recognized in the whole field of social work." The Rev. John O'Grady, Ph.D., LL.D., is dean of the faculty, other members of which, with their subjects, include as lecturers: Msgr. John A. Ryan, industrial ethics; the Rev. Thomas Verner Moore, psychiatry; the Rev. Paul Hanly Furfey, leisure time; Sister Olivia, hospital administration; Elwood Street, social work administration; as instructors: Mary E. Godley, child welfare; Miriam Dunn, M.D., mental hygiene; Mary L. Gibbons, public welfare administration; Margaret C. Norman, social case work; Anna Schneider, child welfare; as director of field work, Frances Hoynes.

VIOLA P. ARMSTRONG, for years with the Department of Recreation of Detroit, is now social organizer with the Gleaner Life Insurance Company of Detroit, traveling through the state assisting local lodges with recreation projects.

ACCORDING to an announcement from the Labor Socialist Press Service, Chicago, the National Committee of Action, "composed of representatives of unemployed organizations of fourteen states," is calling on the unemployed to "take part in simultaneous demonstrations before city and county relief boards on Saturday, November 24, to demand action on a national program for the unemployed." At the same time the committee will present its demands to the national administration in Washington. These moves were planned at a two-day conference in Chicago participated in by seven organizations claiming to represent a membership of 75,000 unemployed.

T. C. ROHRBAUGH has resigned from the Community Fund of Roanoke, Va., to direct the Social Service Bureau and Emergency Relief Administration of the same city.

BY the road of matrimony the National Recreation Association has lost its popular field worker, Erna Bunke, who for several years has promoted its program of play in institutions. Miss Bunke was married recently to Lester Carson and has gone out to Hankow, China, where her husband is associated with one of the oil companies. Jeanne Barnes, superintendent of recreation at Morgantown, W. Va., is succeeding her with the Association.

IT is good news that Jacob Billikopf is back as chairman of the Philadelphia Regional Labor Board from which he resigned last May when the stress and strain of the job had so threatened his health that his doctors ordered a long rest. An editorial in the Philadelphia Evening Bulletin welcomes him back as "a reasonable and reasoning peacemaker in industrial controversy."

THE New York AICP lays claim to fame, or something, in the fact that a new nurse added to its staff is appropriately named Nurse, Sara M.

JOSEPH E. BECK has left the Family Welfare Society of Scranton, Pa., to go to Philadelphia as head of the Jewish Welfare Society. Clifford V. Colwill of Cleveland has succeeded him in Scranton.

CECILIA RAZOVSKY, who always seems to be on the firing-line somewhere or other, has been loaned by the National Council of Jewish Women to serve as secretary and executive director of the new National Coordinating Committee for Aid to Refugees and Emigrants Coming From Germany—a good round name if there ever was one. The committee of which Joseph P. Chamberlain is chairman, is supported by sixteen organizations and is working in cooperation with the High Commission for Refugees Coming from Germany. Its office is at 245 Fifth Avenue, New York.

THE New York Tuberculosis and Health Association has drawn Bernard C. Coleman from the New Jersey Emergency Relief Administration to head its division on tuberculosis which has been without a secretary since the death of Frederick Bell more than a year ago.

OWING to the pressure of his new duties as president of William and Mary College, John Stewart Bryan of Richmond has yielded the presidency of Community Chests and Councils, Inc., to the first vice-president, Frederic R. Kellogg of Morristown, N. J., himself stepping into Mr. Kellogg's vice-presidential shoes. Other v-p's elected at the recent Washington meeting of the CCC were George E. Vincent of Greenwich, Conn., and Stillman E. Westbrook of Hartford, Conn.

AND speaking of Mr. Bryan—in one of the informal little speeches with which he enlivened the Washington meeting he stopped himself in a classical reference and reassured his hearers: "My brother says, 'Every time Stewart begins this side of Homer it's that much pure gain for the audience.'"

STILL on the Washington meeting, the 1934 Mobilization for Human Needs, but digressing to the subject of the high cost of social-work meals—on which this gossiper has been bitter for years and to no effect whatsoever. It was the night of the big dinner at the Mayflower Hotel with Mrs. Roosevelt as the post-prandial *pièce de resistance*—price $2.50. Stationed in the long corridor down which the guests, with their $2.50 tickets, drifted to the dining-room, was a bell-hop, slim and trim in his white monkey-jacket. With complete impassivity he chanted over and over, "This way to the banquet for the human needs—this way to the banquet for the human needs."

THE Institute for Juvenile Research, Chicago, held its twenty-fifth birthday party recently with old and new friends gathered for the celebration of this notable milestone of the first children's behavior clinic in the country. To the great regret of all concerned Mrs. William Dummer, firm friend of the Institute since its beginning, was unable to be present.

THE American Red Cross, going into its annual roll-call, finds itself, according to James L. Fieser, its vice-chairman, with some 3,800,000 adult members and 7,350,000 juniors. Its chapters employ 750 public-health nurses and its volunteers produced last year, to name only one of many services, 4,734,000 garments. Relief to civilians is still a large Red Cross activity, 563 chapters reporting aid to 284,668 civilian families.

THE third International Conference of Social Work will be held, July 12–28 in London, not in Oxford as first planned. The general theme will be, Social Work and the Community.

FLORENCE L. Sullivan, lately with the School of Social Work of Loyola University, is now with the Arizona State Department of Public Welfare. Regina O'Connell, secretary of the Bureau of Catholic Charities, Hartford, Conn., has joined the faculty of the Loyola school as instructor in case work.

DR. LEROY W. HUBBARD, for many years a member of the staff of the New York State Department of Health and now director of the Georgia Warm Springs Foundation, has received the golden key of the American Congress of Physical Therapy, the highest honor conferred by that organization.

THE Pennsylvania Conference on Social Welfare has launched a quarterly journal, Pennsylvania Social Work, as an "open forum for the exchange of opinion on social practice." Marion Hathway is the editor and H. A. Waldkoenig, 519 Smithfield Street, Pittsburgh, the business manager. In addition to articles, it has a department of social-research notes edited by Prof. Robert L. Sutherland of Bucknell University, and another, Trends in Unemployment Relief, edited by Arthur Dunham.

FLORENCE HUTSINPILLAR, associated with the US Children's Bureau for the past seven years, is the new director of the Department of Social Work of the University of Denver, succeeding G. Eleanor Kimball who resigned to return to California. Professor Hutsinpillar was one of the three delegates representing this country at the last international conference on child welfare in Geneva.

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A CONTRIBUTION OF MENTAL HYGIENE TO EDUCATION describes and interprets group therapy at the Illinois School for Feebleminded with its implication for all education.
Education Through Play Bertha Schlotter
Spontaneity Adolph Meyer, M.D.
Some Unnoted Aspects of Therapy Scott Buchanan
(And a Reprint from Child Education of May, 1934)
Play—A Unique Discipline Neva L. Boyd
Postpaid 25 cents, Illinois Conference on Public Welfare, 203 N. Wabash Ave., Chicago

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BEFORE the New School of Social Work, Catholic University, had even struck its stride it began the good old custom of lending out its faculty for special duties. Anna Schneider, instructor in child welfare, was the first to go—to Providence for a six-months study of Catholic Charities there.

Leaders Elected

NEW officers of the American Prison Association, elected at its recent annual congress in Dallas are: President, Stanley P. Ashe, Pittsburgh; vice-presidents, Mrs. Franklin D. Roosevelt, Washington, D. C.; Harold E. Donnell, Baltimore, Md.; John J. Hannon, Madison, Wis.; Austin H. McCormick, New York City; and W. A. Paddock, Houston, Tex. E. R. Cass, New York, remains as general secretary and George C. Erskine, Cheshire, Conn., as treasurer. The 1935 meeting will be held in Atlanta, Ga.

THE National Conference of Catholic Charities reelected as its president Msgr. R. Marcellus Wagner of Cincinnati. New vice-presidents are the Very Rev. W. A. Cummings of Chicago, John A. Reilly of St. Louis and Joseph H. Bartley of Peoria.

NEW officers of the Vermont State Conference of Social Work are: President, Rev. M. S. Cyatt, Brattleboro; vice-presidents, Elin Anderson and Ruth Clifford, Burlington and Russell Sholes, Middlebury; secretary, Mabel F. Abbott; treasurer, Doris Frizzell, both of Bellows Falls.

HAROLD L. BRIGHAM, recently with the Central Registration Bureau for Men in New York, has gone to Chicago to the staff of the Council of Social Agencies to head its division on recreation and education.

DR. JOHN T. HANKS of New York City has been appointed dental advisor to the FERA and will consult monthly with the Washington staff on all questions pertaining to the dental profession. Dr. Hanks is a member of the Economics Committee of the American Dental Association, which previously had appointed him to confer with the FERA.

MADELEINE LAY has left the Children's Aid Society of Buffalo, where she did psychiatric case work, to do similar work with the Brooklyn Bureau of Charities and to teach certain courses at the New York School of Social Work.

"A high credit to herself and to her sex" says a newspaper editorial commenting on the appointment of Elinore M. Herrick as director of the New York Regional Labor Board of which she has been for the past year executive vice-chairman. And incidentally a credit to the New York Consumers' League and other agencies which enjoyed Mrs. Herrick's services before these larger duties claimed her. It is said, and maybe this should be off the record, that this appointment puts Mrs. Herrick, in the matter of salary, into the top handful of women in public service.

DECEMBER 6–8 and New York City will see the annual conference of the National Society for the Prevention of Blindness. The chief address, A Wide Basis for Blindness Prevention, will be delivered by Dr. Edward Jackson of Denver, Colorado, who was the first recipient, in 1925, of the Leslie Dana Gold Medal awarded annually for outstanding achievement in the prevention of blindness and conservation of vision. Sight-saving classes and prevention of eye accidents and of prenatal infections causing blindness are among the topics to be discussed. For further details, consult the Society, 50 W. 50 St., New York City.

THE Iowa Tuberculosis Association has elected C. W. Kammier as its executive secretary to succeed T. J. Edmonds whose "loan" to the FERA finally became a permanent loss to Iowa. Mr. Kammier has been for six years educational director of the Michigan Tuberculosis Association.

THE California SERA has taken Raymond E. Hoyt from the Los Angeles Playground and Recreation Department to direct its recreation and education program in transient camps and shelters.

AUSTIN V. CANNON, attorney, leader among Cleveland laymen in social work and chairman of the Cuyahoga County Relief Commission, died suddenly last month while attending a party arranged by his staff and other social workers.

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